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ABSTRACT

A study of Ontario's university student housing was undertaken to provide a province-wide information base, relate student housing to the universities' educational mission, review the legislative context, analyze statistics on demand and supply, describe institutional structures for managing housing, and assess the adequacy of government policies for financing residences. The results of the study are presented. Recommendations are made concerning: the universities' articulation of policy objectives for university-provided student housing, including refinement of residence mission and off-campus housing statements, evaluating institutional housing supply-and-demand situations for system-wide compilation, reviewing residence priority policies, reviewing data for inclusion in an ongoing database, offering a training program for new employees in university housing operations, and giving attention to cooperation with local government concerning off-campus housing quality; functions of the Ontario Association of College and University Housing Officers, including development of a campus housing statement of purpose, development of a statement of desirable off-campus housing characteristics, developing a new employee training program, offering an annual training session for new-employee trainers, and formalization of structure; and functions of the Council of Ontario Universities, including initiation of discussions with student groups and maintaining a database. (MSE)

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STUDENT HOUSING AT ONTARIO UNIVERSITIES

Study, Report and Recommendations

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Study, Report and Recommendations

Council of Ontario Universities
Conseil des Universités de l'Ontario
130 St. George Street, Suite 8039
Toronto, Ontario M5S 2T4

May, 1989
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Statement by the Council of Ontario Universities on Student Housing at Ontario Universities

In the Fall of 1987, the Council of Ontario Universities agreed to the proposal of its affiliate, the Ontario Committee on Student Affairs (OCSA), to commission a study of university housing in Ontario. The study was jointly sponsored and funded by the two groups. The Hansen Group (Mr. Bertrand L. Hansen, Project Director) was engaged to execute the study. The result is the report, "Student Housing at Ontario Universities."

Council appointed a steering committee to oversee the work of the consultant; membership is shown in Appendix 10.1. The steering committee assisted the consultant in methodology for data gathering, commented on successive drafts of the report, and developed its own report to Council based on the final version of that report.

At its meetings in December 1988 and February 1989, Council reviewed the consultant's and steering committee's reports, along with comments from OCSA, the Ontario Association of College and University Housing Officers (OACUHO), and the Ontario Federation of Students (OFS). This statement represents the COU position on student housing arising out of the study.

The purpose of the study was to: provide a province-wide information base where none existed; relate student housing to the educational mission of the universities; review the legislative context; analyze statistics on university housing demand and supply; describe institutional structures for managing housing; and assess the adequacy of government policies for financing residences. *Council concurs with the steering committee in its judgment that all of these objectives have been accomplished in a highly competent fashion.*

Before the study was complete, the Ontario government announced a programme for assisting with residence construction. Grants were made available to subsidize the construction of 5,000 beds, and subsequently loan financing at favourable interest rates was also offered. *Council commends the government for this important initiative which will help to address the substantial backlog of student housing needs identified in the study. Despite this short run achievement, however, there remain major problems in providing sufficient, affordable, and adequate quality of student housing in the province. Council notes that more support for student housing will relieve, at low cost to government, the difficult housing situation for other low-income groups in our communities. The Council of Senior Administrative Officers will be asked to review the experience of this special funding initiative, and recommend on appropriate funding arrangements for future programmes.*

The following recommendations accepted by COU are directed to various parties.

Council agrees with the steering committee that more needs to be done by the universities generally in articulating policy objectives for university-provided student housing. It recommends to its member institutions that they:

- develop and/or refine residence mission statements and off-campus housing statements, expressed in definitive terms;
- evaluate their own housing demand/supply situations and specify their policy objectives, and forward these for system-wide compilation;
- review their policies on residence priority in the light of the academic needs of all of their students;
- review the organization summary and employment data prepared by the consultant and amend it as necessary for inclusion in an on-going information base to be maintained by COU;
- offer, where they do not already do so, a training programme once a year for new employees (both student and non-student) in university housing operations;
- give careful attention to what may be done in cooperation with local government in assuring the quality of off-campus housing.

Several of the recommendations are directed to the Ontario Association of College and University Housing Officers. *Council recommends that OACUHO:*

- continue the development of a statement of purpose for student housing on campus;
- begin to develop an associated statement of characteristics desirable in off-campus housing;
- design a model training programme for new employees in university housing operations, with due attention to fire and safety issues;
- consider offering an annual provincial training session for trainers of new housing employees on each campus;
- consider formalizing its structure in order to be more able to play an effective role.

With respect to its own role, *Council has agreed to:*

- initiate discussions with relevant student groups concerning the problems that would arise were university residences to be included under landlord/tenant legislation;
- after receipt of statements from OACUHO on university housing purposes and desirable characteristics of off-campus housing, seek common cause with relevant student groups in the development of a brief concerning appropriate policies and legislation for housing university students;
- complete, update, and maintain an open provincial data base on university housing based on the information collected for this study, following further review of the objectives of such a data base and the arrangements for its establishment and maintenance.

Council recommends that OCUA and government take due account of a future COU brief on student housing needs and policy objectives in the determination of the proportion of total capital funds to be allocated to student housing.

Finally, Council urges all concerned parties to cooperate in the development of a long-term strategy for student housing in the province of Ontario.

1989 02 10

STUDENT HOUSING AT ONTARIO UNIVERSITIES

Report from Steering Committee

When Council undertook a study of university housing in Ontario, it appointed a steering committee to oversee the work of the consultant, The Hansen Group (Mr. Bertrand L. Hansen, Project Director). Membership is shown in Appendix 10.1 of the enclosed report. The steering committee held six meetings in the course of the study, assisting the consultant in methodology for data gathering, and commenting on successive drafts of the report. At its last meeting, the committee developed its own report to Council.

The consultant's report, "Student Housing at Ontario Universities," is attached. Along with the report, each university will receive a copy of its own data in the format adopted for the study.

The purpose of the study was to: provide a province-wide information base where none existed; relate student housing to the educational mission of the universities; review the legislative context; analyze statistics on university housing demand and supply; describe institutional structures for managing housing; and assess the adequacy of government policies for financing residences. All of these objectives have been accomplished in a highly competent fashion, **and the committee strongly endorses the report and the recommendations contained therein.**

Because of difficulties in obtaining the necessary data, the study took considerably longer than had been anticipated. Part way through the study, the Ontario government announced a programme for assisting with residence construction. Grants were made available to subsidize the construction of 5,000 beds, and subsequently loan financing at favourable interest rates was also offered. **The committee commends the government for this important initiative which will help to address the substantial backlog of student housing needs identified in the study.** While the study was not completed before the universities had to make application for the grant programme, the committee believes that the information gathered in the course of this study was of significant assistance to the universities in developing their housing plans for the immediate future.

Despite the short run achievement, there remain substantial problems in providing sufficient, affordable, and adequate quality of student housing in the province. The consultant estimates that despite the planned addition of 5,650 residence beds by 1991-92, the 1987-88 shortfall of 29,000 beds could actually increase due to enrolment growth.

Housing provided by the universities (residences) is only one component in a community housing situation which in most university cities remains acute. As of this Fall, room rentals in many communities are high, and given the levels of support available for needy students under OSAP, many students may be forced to occupy substandard housing.

More support for student housing will relieve, at low cost to government, the difficult housing situation for other low-income groups in our communities.

In the discussion which follows, the committee comments on the recommendations in the report directed to various parties.

It is recommended that the individual universities:

- develop and/or refine residence mission statements and off-campus housing statements, expressed in definitive terms;
- evaluate their own housing demand/supply situations and specify their policy objectives, and forward these for system-wide compilation.
- review the organization summary and employment data prepared by the consultant and amend it as necessary for inclusion in an on-going information base to be maintained by COU;
- offer, where they do not already do so, a training programme once a year for new employees (both student and non-student) in university housing operations;

In supporting these recommendations, **the committee comments that more needs to be done by the universities generally in articulating policy objectives for university-provided student housing.** In reviewing the summary of relevant research, the committee was particularly struck by the evidence relating the residence environment to positive educational outcomes, especially in first year. The frequent use of residence availability as a recruiting device for the more academically able students by some institutions courts the possiblity that residence is being provided most to those who may, from the academic point of view, need it least. Such policies may, as well as being academically undesirable, be vulnerable under human rights legislation. Therefore **the committee recommends that universities review their policies on residence priority in the light of the academic needs of all of their students.**

The issue of the quality of off-campus student housing has also been identified above. **The committee recommends that universities give careful attention to what may be done in cooperation with local government in assuring the quality of off-campus housing.**

Several of the recommendations are directed to the Ontario Association of College and University Housing Officers (OACUHO), that it:

- continue the development of a statement of purpose for student housing on campus;
- begin to develop an associated statement of characteristics desirable in off-campus housing;

- design a model training programme for new employees in university housing operations.

In supporting these recommendations, we recognize the substantial challenge that is being given to OACUHO, which has traditionally been a rather informal organization. The committee recommends that OACUHO consider formalizing its structure in order to be more able to play an effective role. With respect to the staff training issue, the committee suggests that OACUHO consider offering an annual provincial training session for trainers of new housing employees on each campus.

The proposed role of COU is articulated in several recommendations that it:

- initiate discussions with the Ontario Federation of Students (OFS) concerning the problems that would arise were university residences to be included under landlord/tenant legislation;

- after receipt of statements from OACUHO on university housing purposes and desirable characteristics of off-campus housing, seek common cause with the OFS in the development of a brief concerning appropriate policies and legislation for housing university students;

- complete, update, and maintain a provincial data base on university housing based on the information collected for this study.

The committee supports these recommendations, as it does the final one, that:

- OCUA and government take due account of a future COU brief on student housing needs and policy objectives in the determination of the proportion total capital funds to be allocated to student housing.

In conclusion, the committee urges on all concerned parties to cooperate in the development of a long-term strategy for student housing in the province of Ontario.

Alan Earp, Chairman

1988 12 01

THE
HANSEN
GROUP

STUDENT HOUSING AT ONTARIO UNIVERSITIES

Consultant's Report of Findings From a Study
of Student Housing at Ontario Universities

Project Director: Bertrand L. Hansen
Research Assistant: Anne Craig

September 1988

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SECTION 1

EXECUTIVE SUMMARY AND RECOMMENDATIONS

This section contains both a summary of the main elements of the report and recommendations which seem indicated by the research and data analysis.

As noted in the Introduction of Section 2, the consultant's study under the guidance of a COU steering committee was initiated in December 1987 and completed in September 1988. Its purpose, generally, was to: provide an information base where none exists now; relate student housing to the educational mission of universities; review legislation; analyze statistics on university housing demand and supply; describe institutional structures for managing housing; and assess the adequacy of government policies for financing university student housing.

Midway through the study, the universities were much encouraged by the Government's announcement of a program of financial assistance (grants and low interest loans) to universities for the addition of 5,000 student beds. The Government deserves great credit for breaking the moratorium on capital funds for university student housing.

Research Findings

Recent research findings referenced in Section 3 of this report demonstrate fairly conclusively that there are positive benefits experienced by students living in campus residences that are not experienced by students either commuting or living off-campus (Astin, 1976). The benefits, traceable mostly to the first year and possibly the second year in residence, include: level of participation in university affairs; interaction with peers and faculty members; tendency to persist in university and to aspire to professional and graduate degrees; and more satisfaction with the living environment and relation with others.

Research shows that after entering characteristics and other environmental measures are controlled, living in a residence hall on campus compared with living with parents or in private rooms adds about 12% to the student's chance of finishing university. Current research does not support the concept of housing first-year students only in the same residence; grouping students by academic year may limit students' opportunity for interacting with others and their growth as individuals. Regarding student mix in residence halls, students seem to prefer the model of a coeducational residence with a significant proportion of upper-class students e.g., 30%, and a major proportion of first-year students e.g., 70%.

Student Housing Policies at Ontario Universities

The Ontario Association of College and University Housing Officers (OACUHO) is now in the process of attempting to frame an Ontario university residence philosophy which would be supported by most universities. The essential elements of the opposing views of appropriate models, academic residence vs shelter/commuter are presented in Section 4 of this report. The arguments in favour of the academic residence model are substantially those reported above in the research findings as the benefits of living in residence. The arguments for the shelter/commuter model are that: the prime purpose of university housing is to supply high quality, convenient, and economical housing so that students may enjoy the freedoms that other citizens enjoy; historically, the main stimulus for building student housing at most universities was the unavailability or unsuitability of locally-supplied housing; in-loco parentis stances are outmoded and of doubtful value; and landlord/tenant legislation provides universities with some protections they have not previously enjoyed.

> Recommendation 1 The OACUHO should continue efforts toward development of a statement of the purposes of university student housing on-campus. It should develop the statement taking due consideration of individual university statements and should recommend it to the attention of COU.
>
> Recommendation 2 The OACUHO should begin to develop an associated statement of characteristics desirable in off-campus housing for those students who either cannot or choose not to live in residence on-campus and should recommend the statement to the attention of COU. In developing the statement it should consider innovative approaches taken by certain municipalities (See Appendix 10.10).
>
> Recommendation 3 After receipt of the above statements, the COU should seek common cause with the Ontario Federation of Students (OFS) in the development of a brief to OCUA and Government concerning appropriate legislation and policies for housing university students on- and off-campus.

Universities were asked to provide brief statements of how university housing on-campus is linked to educational missions and how students are selected for on-campus housing. Summaries of the statements of the universities are provided in Section 4. Ten universities supplied statements which either directly supported the academic residence model or supported it by implication. For example, at least nine universities guarantee residence to applicants with scholarships or grade 13 marks of 80% or better. Recruiting purposes of such practices aside, this is a concrete example of the perceived linkage of on-campus residence to students expected to perform well in university. Whether or not spaces are reserved for scholarship students, handicapped students, etc., most other spaces for incoming students are allocated by lottery and/or placement on waiting lists. Five universities either were not able to, or did not provide explicit university residence/educational mission linkage statements. While a majority of universities provided statements in support of the academic residence model, the reality is that, with a few exceptions, relatively small proportions of students are housed on-campus at Ontario universities. On average, 19% of full-time students is housed at the sixteen institutions. The largest percentage is about 40%; the smallest, 8%. Only two institutions house over 30% of full-time students on-campus. Six institutions house between 20% and 30%, and eight house less than 20% (See Table 8.2 in Section 8). With the limited space available, many universities are not able to house the numbers of students they wish to house.

In almost all institutions spaces are reserved for handicapped students, dons, residence assistants, and other student employees. Often, continuing students in residence are guaranteed a bed in residence for the next year if they apply by a certain date. Most universities have selection policies that reserve a majority of spaces for incoming first-year students. The applications of such policies provide mixes of from 50%/50% to 80%/20% first-year/upper-year student residents. In meetings with the consultant, several university representatives said that pressures to provide housing for first year students were causing their objectives to be compromised on the side of providing less housing for continuing students than they would like to provide.

> Recommendation 4 Individual universities should develop and/or refine university residence mission statements and off-campus housing statements. The mission statements should be expressed in definitive terms to the maximum extent possible, for example; numbers or proportions of spaces for non-commuting first-year students, scholarship students, continuing students in residence, dons, residence assistants, handicapped students, graduate students, etc., and desired proportional mix of first-year and upper-year students in residence. These individual university statements should be provided to OACUHO as essential materials for development of statements to be recommended to the attention of COU.

Structures for Administering University Housing

The essential features of university student housing organization structures and involvement of students in the structures are presented in Section 5. The essential elements of each university's student housing structure, staffing, and student involvement in housing are presented briefly along with two rough and preliminary measures of housing manpower support: a ratio of student residents to FTE housing employment and a headcount ratio of student employees to all employees. The former provides an indicator of the university's direct manpower support of on-campus student housing and the latter measure provides an indicator of the extent to which student employees are involved in student housing operations. Considering the preliminary state of data comparability at this time, the ratios should not be used for interuniversity comparisons and should be used only as rough indicators of manpower support and student involvement in student housing operations.

From the descriptions provided and the rough calculations of the two ratio measures, it appears that universities are providing a satisfactory level of staff support to university housing. For the universities providing information, the range extends from a most favourable ratio of 10 student residents for every support person to a least favourable ratio of 70/1. The ratios, in addition to being preliminary, must be interpreted in the absence of comparable data from other jurisdictions. The consultant's subjective judgments are that a mid-range ratio of 40/1 appears reasonable and a ratio of 10/1 appears generous. In some cases there is congruence between university residence objective statements and the organizational structure and staff support. In other cases, congruence is lacking.

In respect of student involvement in housing support, all universities provide significant opportunity for student employment in university housing operations. Based on the preliminary data, the headcount ratio of student employees to all housing employees at 13 universities ranges from 0.35 to 0.94; the average is about 0.60. This means that student employees make up anywhere from 30% to 90% of employees in university student housing on a headcount basis with the average close to 60%. It is likely that student employment in university housing at all Ontario universities is well above 1,000; and total headcount employment, student and non-student, probably approaches 1,700. Universities do involve students in housing policy matters and follow the COU guidelines. Some universities provided more information in their statements than others. A few provided fairly detailed statements showing student involvement in consultative, advisory, peer review, and other bodies.

> Recommendation 5 Each university should review the brief organization summary and employment data prepared by the consultant for completeness and accuracy and should amend it as necessary to show the essential details of organizational structure, employment support, and student involvement in the administration and support of student housing. After review and verification, the statements should be provided to COU for inclusion in an on-going information base.

Analysis and Interpretation of University Student Housing Data

Section 6 contains an analysis and interpretation of universities' student housing data and associated information for the period 1966-67 through 1987-88. From the housing data provided by the universities and enrolment and applications data provided by the Ministry of Colleges and Universities (MCU) and the Ontario Universities Applications Centre (OUAC), four sets of reports were prepared for inclusion in Section 11: a universities' totals report (Section 11.1); a system average, maximum, and minimum report on certain important ratios (Section 11.2); a report for each university showing changes in the ratios over the time period; and a computerized report of the data provided by each university (Section 11.3). The system reports are available in Sections 11.1 and 11.2 of this report for all universities but each university receives only its own data for the two reports provided in Section 11.3.

A total of 18 interpretive ratios are provided for the collectivity and individual universities respectively in Sections 11.2 and 11.3 to show central tendency, dispersion, and changes over time. The ratio reports include: three enrolment/housing capacity ratios (undergraduate full-time enrolment/undergraduate housing capacity, undergraduate first-year full-time enrolment/undergraduate housing capacity, graduate full-time enrolment/graduate housing capacity); three applications/housing capacity ratios (total applications/undergraduate housing capacity, applications from secondary schools/residence hall capacity, applications not from secondary schools/undergraduate housing capacity); four rental rate/space ratios (average rental rate/single bed in residence both in current and constant dollars, and average rental rate/bed in apartment both in current and constant dollars); four ratios of income/student in residence (rent and fees/student in university housing both in current and constant dollars, and conference revenue/student in university housing both in current and constant dollars); and four expense/student in residence ratios (wages/student in university housing both in current and constant dollars, and debt service expense/student in university housing both in current and constant dollars).

The data for early years are sketchy. Some universities were able to provide detailed information while others were not. Given the possible errors in the data and the fact that the population of universities providing data varies from time period to time period, extreme caution must be exercised in interpreting the data for trends. Bearing the caution against misinterpretation in mind, a preliminary analysis suggests that there has been substantial deterioration in the important ratio of full-time undergraduate first-year enrolment/undergraduate residence hall capacity. The average ratio moved from about 1.4 students per bed in 1966-67 to 2.5 in 1986-87 (Figure 6.1). Of the eight institutions that reported the data used to create the ratio for 1966-67, one university had 1.6 residence hall beds for every first-year student while another university at the other end of the range had 2.5 students for every bed. By 1986-87, for thirteen institutions reporting, one university had about one residence hall bed for every first-year undergraduate student while another at the other end of the range had five students for every bed. In addition to the deterioration in the system average, there also appears to have been an increase in relative dispersion over the time period.

In respect of housing for graduate students, there appears to have been deterioration in the graduate full-time enrolment/graduate housing ratio (Figure 6.2). The data collected suggest that there has not been much change in the ratio of combined senior undergraduate and graduate student full-time enrolment to apartment, townhouse, and graduate residence hall space.

Of the three applications/housing ratios, the ratio of applications from secondary schools/undergraduate residence hall capacity is considered most important. The average ratio for 12 institutions moved from 4.53/1 in 1976-77 to 6.42 for 13 institutions in 1987-88 (Figure 6.3). The populations are different in the two years but we can be fairly confident that there has been substantial deterioration in this ratio, perhaps as much as 40% over the time period. Also, there is much more dispersion in the ratio now than there was back in 1976-77. In 1987-88, of the thirteen universities reporting, one university had only one residence hall bed for every 16 applicants from secondary school while another had one bed for every 2.5 applicants.

Analysis of the data showing applications from outside the county as a proxy for inability to commute shows that seven institutions have had increases from applications from outside the county and three have had decreases over the period 1976-77 to 1987-88. Of course, decisions on whether or not to add residence space should be influenced by long-term trends in this ratio.

Analysis of supplementary OUAC data on requests for residence from applicants to first year (not included in this report) shows that for the period 1976-77 through 1988-89 requests for residence by total applications (1st, 2nd, and 3rd choice) increased from 106,853 to 175,222, an increase of 64% over the period (Figure 6.4). The percentages of total applications wishing residence increased from 58% to 75% during this period (Figure 6.5). There have been substantial increases both in number of applications wishing residence and in the percentage of total applications wishing residence.

Rental rates per bed in residence halls and apartments, when adjusted for inflation, show little change indicating that universities have adjusted rental rates in response to inflationary pressures (Figure 6.6). Constant dollar rent and fee income per student shows essentially the same numbers for 1976-77 and 1987-88. One of the ways rental rate increases are kept low is by obtaining revenues from conferences out of term. Conference revenues per student appear to have been on the increase generally during the period, from an average of $104 to $146 (Figure 6.8) and there is also an increase in the range of this statistic indicating that some universities are able to realize appreciably more conference revenues per bed than others. Overall, the increase in conference revenues means that current rents are probably several percentage points less than they would have been otherwise.

Wage payment per student data must be interpreted with caution for reasons cited in the report. Bearing this in mind, when adjusted for inflation, the data appear to indicate that wage costs per student in university housing are less now than they were back in 1966-67 (Figure 6.9). This is as it should be with growth in volume and expected labour poductivity. As expected, debt service payments per student have declined over the 1987-88/1971-72 period (Figure 6.10). In constant dollars, the average debt service per student in university housing was $607 for eight universities in 1971-72; it was $366 for eleven universities in 1987-88.

The composite picture that emerges from the analysis of the above ratios is that: Ontario universities had a good deal more residence hall space per undergraduate first-year full-time student and per applicant to first-year of universtiy in the late 1960's and early 1970's than they have now; applications for residence on-campus from secondary school applications are on the increase both in numbers and percentages of total applications from secondary schools; Ontario universities had more graduate housing space per student back in the early 1970's than they have now; universities have managed to keep rent and fee charges to students in residence at the level of cost of living increases; and debt service charges, measured in constant dollars, have declined over the past fifteen years.

> Recommendation 6 COU should maintain a central information base and longitudinal data base using the information collected for this study as a starting point. It should revise the format for collecting data in appropriate ways; collect missing data for past years, if possible; collect data for 1988-89 and future years; and should explore the possibility of creating other important ratios for analysis and interpretation.

Impact of Legislation

In housing students, Ontario universities have to be concerned about federal, provincial, and municipal legislation. Section 7 contains the main elements of legislation impacting the housing of university students: freedoms and rights guaranteed by the Canadian Charter of Rights and Freedoms and by the Ontario Human Rights Code (basically freedom from discrimination, harassment, etc., and rights of equal treatment and protection); Ontario Landlord and Tenant Act (exclusion from the act if accommodation is provided primarily under the age of majority or if all major accommodation questions are decided after consultation with a council representing residents); Ontario Innkeepers Act (applying to university residences not falling under landlord and tenant legislation); Ontario Liquor Licence Act (defining under what conditions and where liquor may be dispensed and consumed, procedures for licencing, etc.); Ontario Rent Regulation Act (exempting qualified university housing from the Act); Ontario Occupiers Liability Act (pertaining to necessity of an occupier to assure safety and standard of care of visiting persons and property); Ontario Trespass to Property Act (pertaining to arrest procedures and penalties for unauthorized entry of premises); Ontario Rental Housing Protection Act (preventing rental housing from being converted to other uses or demolished unless approved by the council of a municipality under the Planning Act); Ontario Assessment Act (exempting university residences from assessment and taxation); and municipal zoning regulations (designed to limit the number of unrelated persons [non-family members] occupying a residence).

With respect to legislation, universities are most concerned about the possibility, no matter how remote it may be, that landlord and tenant legislation would be extended to apply to university residences. Universities are now following the COU guidelines for the consultative process to be observed by individual universities. Despite this, OFS and what appears to be a small minority of students are unhappy that landlord and tenant legislation does not apply to university residences. Various items of correspondence from universities to the Government of Ontario regarding perceived inapplicability of the Landlord and Tenant Act are included as Appendices 10.6 through 10.9 of this report.

> Recommendation 7 COU should initiate discussions with OFS to apprise it of the educational and other costs that would have to be borne and of the benefits that would be lost were university residences to be included under landlord/tenant legislation. To the maximum extent

possible, it should seek the support of OFS of its advice to OCUA/Government on appropriate policies and legislation (Ref. Rec. 3 above).

Section 7 also contains a discussion of the difficulties faced by studin finding good quality, reasonably-priced residential housing off-campus and also a discussion of OFS's dissatisfaction with zoning by-laws which limit the number of unrelated persons living together in one residence. Understandably, students want to economize as much as possible and to be as free from restraints as possible. Zoning bylaws prevent students from doubling up the way they would prefer to minimize expenses and neighborhood associations are becoming more and more concerned about alteration of family neighborhoods, rowdyness, late-night parties, loud music, and absentee landlords. OFS would like to have the bylaws removed. In the unlikely event they are removed, the probable result would be that municipalities would find other ways to achieve the same ends desired by neighborhoods but in an environment of increased hostility; ways such as requiring minimum building area and lot area per person, maximum building size, parking and open space requirements, all of which would place hardships on lower income families.

Commentary on Legislation and Policy

Section 8 contains a commentary on the impacts of legislation and government policy on university student housing. Regarding legislation, university administrators wish to be assured that university residence halls will remain exempt from provincial landlord/tenant and rent review legislation. Application of the Landlord and Tenant Act requirements would act as a significant threat to the unique atmosphere of university residence halls and, by extension, to the university's academic mission.

OFS and a small minority of students are concerned about what is perceived as arbitrary treatment and lack of equity in treatment from case to case without the protection of landlord/tenant and rent review legislation. In the consultant's opinion, the OFS has some justification for concern about lack of equity in treatment but the solution is proper training for student and non-student employees in student housing and use of mechanisms for insuring due process and peer review in disciplinary problems - not a wholesale move to coverage under landlord/tenant and rent review legislation.

> **Recommendation 8** OACUHO should design a model training program for consideration by universities which would be offered by each Ontario university once per year for new student and non-student employees in university student housing operations and residence halls. The model program should include an appropriate balance of human relations training, counselling, legal requirements of universities, grievance resolution, due process and peer review mechanisms.

In the matter of government and universities' student housing policies, it has to be concluded that there has been no explicit long-term strategic policy for student housing on campus either on the part of the universities collectively or on the part of the government which provides the funds.

Policies may be described best as expedient; it was expedient to provide some housing during the period of the early 1960's to the early 1970's, not provide much during the next decade and a half, and then provide some more in the early 1990's largely because of anticipated increases in first-year undergraduate enrolments over the next several years. This amounts to tactics without strategy; the long-term policy has not been defined, therefore expedient policy rules.

The effects of expedient policy are reflected in the data collected from the universities for this study. In 1987-88, first-year full-time undergraduate enrolment for all universities was about 57,000. Upper-year full-time undergraduate enrolment was about 115,600. Graduate full-time enrolment was 18,800. For determining graduate family residence space needs, an arbitrary increase of the graduate enrolment number by 20% would not be unreasonable. Thus, the total graduate enrolment and graduate family operating base for determining residence needs in 1987-88 might have been about 22,600. The total for all enrolment categories would then have been 195,200. Total number of beds at universities, including federated and church colleges, in 1987-88 was about 36,300 estimated as 18,500 for undergraduate first-year students, 7,900 for undergraduate upper-year students, and 9,900 for graduate students and graduate family members. About 19% of students and family members were housed on Ontario university campuses in 1987-88.

It is understood that different universities will have different housing objectives. However, as an illustration of an approach to strategic policy development, the following specific housing policy objectives are proposed by the consultant for impact evaluation: residence hall space for 70% of first-year undergraduate full-time students; residence hall space for 10% of upper-year undergraduate students; and apartment/townhouse space for 10% of full-time graduate students and graduate family members. If these objectives are applied experimentally to 1987-88 enrolment data, the total shortfall in beds for that year becomes, in round numbers, about 29,000: 21,400 first-year undergraduate residence hall beds; 3,650 upper-year undergraduate residence hall beds; and 3,950 apartment/townhouse beds (See Table 8.1).

About 5,650 new beds will be added by 1991-92, 5,070 under the Ontario government grants program and an additional 580 from university funds. About 2,300 of these new beds will be allocated to undergraduate first-year enrolment. As an extension of the evaluation, an enrolment growth is speculated through 1991-92 such that total full-time enrolment in that year will be 214,000 made up of 65,000 first-year undergraduate students, 125,000 upper-year undergraduate students, and 24,000 graduate students and graduate family members. With this scenario and the same policy objectives, total shortfall in beds could increase to about 30,900: about 24,700 first-year undergraduate residence hall beds; 3,600 upper-year undergraduate residence hall beds; and 2,600 apartment/townhouse beds (See Table 8.1).

It is clear from the scenario analysis that if enrolment growth takes place as projected the shortfall in beds will be increased by about 2,000 despite the addition of 5,650 new beds to the inventory. Even in the event of more modest enrolment growth, the new beds will provide relatively minor adjustment to a current shortfall of 29,000 beds according to postulated desirable objectives. The enormity of this shortfall from what is considered a modest student housing objective should not be overlooked; it represents a shortfall of 44%. Expressed another way, the current bed inventory of 36,300 would have to be increased by 80% to achieve the hypothesized policy objectives.

Several questions are posed in Section 8. What student housing policies are appropriate for universities and government? What is the appropriate mix of housing for first year undergraduate students, senior undergraduate students, and graduate students? Should universities be housing only 19% of full-time enrolment when a relatively modest student housing policy suggests that 33% is a more appropriate target? Should universities tie a portion of on-campus housing of first-year students to scholarship and academic performance when students with more modest academic records may be in greater need?

Table 8.1 in Section 8 includes the above scenario to illustrate a suggested model for policy development. The values used for housing policy and enrolment growth variables may be altered by individual university decision-makers for experimentation and policy analysis leading to formulation of specific objectives. Section 8 contains another table, Table 8.2, comparing CMA/CA populations, CMHC vacancy rates, individual university full-time enrolments, and numbers of beds in university-owned housing. The table may be used by universities for evaluating their rankings on measures of full-time enrolment as a percentage of CMA/CA populations, and percentage of full-time enrolment in university housing.

> Recommendation 9 Individual universities should evaluate their own housing demand/supply situations; and specify their own policy objectives in the format of Table 8.1 using the information in Table 8.2 and such other information as may be required. The enrolment/housing objectives with comparison to current inventory of housing and resultant surplus/(shortfall) numbers should be forwarded to COU for inclusion in an on-going data base and for incorporation in a system table which would form the basis for a brief to OCUA/Government on policy objectives and student housing needs.

The section concludes by complimenting Government for breaking the moratorium on capital financing for student housing. At the same time, it is questioned whether 5,000 new beds are enough. Assuming modest enrolment projections, the percentage of full-time students housed will be improved to 19.6% in 1991-92 compared to a current 18.6% but the shortfall in beds could increase by almost 2,000 owing to the expected large increases in first-year undergraduate enrolment. From the information provided by universities, it is estimated that about 25% of full-time students were housed on-campus in 1976-77. This percentage declined to 18.6% in 1987-88 and may move up by one percentage point to 19.6% in 1991-92. The Government has made an impressive start to reversing the downward trend in percentage of full-time students housed. Now is an opportune time for Government, on the advice of OCUA and the universities, to decide the appropriate strategic policy objective for percentage of full-time students to be housed.

> Recommendation 10 OCUA and Government should take due account of a future COU brief on Ontario university student housing needs/policy objectives in the determination of total capital funds required for all university programs and the appropriate share to be allocated to student housing.

SECTION 2

INTRODUCTION

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INTRODUCTION

Early in 1987 the Ontario Committee on Student Affairs (OCSA) proposed that an interinstitutional examination of student housing should be undertaken and that the study should be sponsored by COU. Several compelling reasons were cited as demonstrating need for such a study: potential impact of landlord/tenant legislation; declining supply of low cost housing near urban campuses resulting in planned expansion of university housing by some universities; an apparent revival of student interest in residence on campus as a part of university experience; and the desire of some institutions to recruit more actively beyond local catchment areas. It was noted that the current environment is different from that which prevailed when the existing residences were built and that a new look is required on such matters as: populations to be served; impacts of legislation; relationship of residences to the educational mission of universities; appropriate physical design of student housing; and administration and financing of housing operations.

It was proposed that the study should specifically include the following: survey of types of accommodation that now exist on Ontario university campuses; consideration of the rationale for university sponsorship of residences and the significance of residences with respect to the educational mission of universities; examination of institutional structures for managing and financing residences; review of the legislative context in which student residences exist; and a discussion of issues regarding student residences that need attention by Ontario universities, including recommendations if appropriate.

Further, it was proposed that a task force should be established by COU, chaired by a person of stature in the Ontario university system, and that representatives of OCSA and the Ontario Association of College and University Housing Officers (OACUHO) might be included as members of the task force.

Early in the fall of 1987 the COU Executive Committee decided a task force should be formed to pursue the study with the assistance of a management consultant. Terms of reference were established for the study in line with OCSA's proposal and a steering committee was formed under the chairmanship of Dr. Alan Earp, President of Brock University. (See Appendix 10.1 for terms of reference and committee membership). The Hansen Group, Management Consultants was engaged to carry on the study with the intended result to be, as stated by OCSA, "...a comprehensive information base regarding an important area of university activity, where only incomplete data now exist, a tool for advocacy in the event that undesirable legislative changes are proposed, and a delineation of issues and options for action that would be relevant both at the level of individual institutions and on a system-wide basis.".

The consultant's work plan was considered at the first meeting of the steering committee (November 23, 1987). Subsequently, universities were requested to appoint liaison/contact persons at each university. At the second meeting (January 22, 1988) the consultant's memorandum to liaison representatives concerning meetings at universities and data collection worksheets was approved for distribution (Appendix 10.2). The consultant's preliminary report outline and possible important ratios to be derived from the data collected were also discussed at this meeting.

The memorandum with data collection forms was mailed to universities January 29 allowing time for preparation of materials to be discussed in on-site meetings of the consultant with appropriate university representatives. The consultant visited each of the universities during the period February 24 - March 31 to: get a general impression of the overall on- and off-campus student housing situation at each university; discuss problems in the provision of data (if any); and to listen to specific concerns of university housing administrators, students employed by housing offices, and students residing in on-campus and off-campus housing.

The steering committee met for the third time on May 24, 1988 to review draft sections of the report, basic computerized tabular information which had been prepared from data provided by the universities, and preliminary values for ratios that might be important for judging the adequacy of university housing supply in relation to demand. It was agreed at the meeting that each university should be asked to review the computer-generated enrolment/housing/finance, etc. information for accuracy and to approve, or change as necessary, the consultant's draft narrative describing each university's policies on selection of students for residence and its views of the contribution of housing to the educational mission of the university.

The requests for approval were made by a May 25 memorandum from the consultant with copies to Executive Heads. After all verifications/corrections had been received a first draft report was prepared for review by the steering committee at its fourth meeting August 12, 1988. The Committee met again on September 24 to review a final draft report. Subsequently, the report was accepted for discussion at an early meeting of COU.

The consultant wishes to express appreciation to the members of the steering committee for their advice and guidance, and to administrators of student affairs and university housing for their patient responses to requests for detailed information, and for their understanding of the need for such information in the preparation of an accurate assessment of student housing at Ontario university campuses.

SECTION 3

RECENT RESEARCH FINDINGS ON THE EFFECTS OF STUDENT HOUSING ON UNIVERSITY UNDERGRADUATE EDUCATION

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RECENT RESEARCH FINDINGS ON THE EFFECTS OF STUDENT HOUSING ON UNIVERSITY UNDERGRADUATE EDUCATION

There is a great deal of literature and research, mostly American, on the subject of college and university student housing. Section 9 contains a list of selected references and other sources of information among which are included two bibliographies, An ACUHO-I Bibliography on Residence Halls and a Bibliography on Residence Halls produced by the Student-Environment Study Group, University of Guelph.[1]

Two books (Astin, 1977 and Chickering, 1974) and a few selected refererence reviews are discussed in this section. Both books deal in some measure with college and university undergraduate student housing and its impact on academic performance, student behavior, social responsibility, retention of students, etc.. Both books are authoritative and reflect thorough and competent research and interpretation. The critical observer might detect an intellectual bias in favor of resident life on campus in that the same research attention has not been given to attempts to identify the positive effects of living off-campus. Theoretically it is possible that the unquestioned beneficial effects of residing on campus could be offset by different beneficial effects of residing off the campus. Nevertheless, the arguments presented in the reference literature are persuasive and deserve serious consideration.

In the matter of differences in university life for resident students and commuter students, Chickering (1974, p. 63) is emphatic in his conclusions,

> [The]...results unequivocally document widespread and substantial differences in the college experiences and activities of commuters and residents. In every area commuters are less involved than their resident peers. These differences begin in the freshman year and pervade the general college experience during the entire college period. The residents who as entering freshmen bring wider ranging experiences and achievements and records of more effective academic performance, continue to exceed commuters in their level of participation. The freshmen who commute bring less competence, less experience, and a narrow range of achievements, and continue to operate in a more limited framework than the residents [thereby] missing the diverse possibilities that fuller and wider ranging participation offers.

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[1] We are indebted to Allan McInnis, Director of Residences and Brian Pettigrew and Michael Benjamin of the Student Environment Study Group, University of Guelph for directing our attention to these valuable references.

Chickering comments further (p. 44) that empirical evidence shows that the change is most evident in the first two years of university life. Residents are influenced by immersion in the college environment and change most quickly in the non-intellectual areas where the differences between high school and university are the greatest.

Pascarella (1984) sees the main beneficial influences of residential life as being interaction with peers and faculty members. Analysis of data from the Cooperative Institutional Research Program on about 4,200 white men and women students who entered 74 public and private U.S. four year colleges or universities in 1975 and were still in the same school in 1977, showed that academic integration and college grades were not affected by residence but that living on campus influenced interaction with peers and with faculty members which in turn influenced degree aspirations and general satisfaction with college.

While Chickering and Pascarella seem to give more weight to the non-intellectual benefits of residing on-campus, Astin (1977, p. 220) sees substantial achievement and career development benefits. He says that living on-campus increases substantially students' chances of persisting in university and aspiring to graduate or professional degrees. Residents are also more likely to achieve in extracurricular areas such as leadership and athletics.

Both Astin and Chickering agree that the principal benefits accrue from residence on campus during the first year, certainly, and possibly the second year. Astin (p. 109) maintains that after entering characteristics and other environmental measures are controlled, living in a dormitory compared with living with parents or in private rooms, adds about 12 percent to the student's chance of finishing university. Chickering (p. 10) sees the value of university residence declining after the second year. He contends that requiring students to spend large blocks of time in university residence halls throughout the university period makes little educational sense and that the impact and value of residence hall experiences tapers off rapidly after the first and second years.

Does this mean that housing should only be provided for first and second year students? During his visits to Ontario university campuses the consultant asked students to express their preferences for: all first year residence halls; first year/upper class residence halls; and coeducational residence halls. Most students preferred the model of a coeducational residence with a significant minority of upper class students, e.g., 30% upper class and 70% first year.

The relevant opinion research literature tends to support this view. Ballou (1985) describes a research project where students were asked to respond to a questionnaire and to complete the University Residence Environmental scale. During the fall of 1983 about 40% of the freshmen at 12 residential colleges and universities in the Midwest and Mid-Atlantic U. S. participated in this study. The student responses were compared by the type of residence hall in which they lived. Men in freshman-only mens' residences perceived relatively low levels of emotional support, high levels of internal competitiveness, and low levels of influence over their environment. The freshman womens' residence halls were peceived by the women residents as high in emotional support and low in influence over environment. In contrast, the combined freshmen-upperclass coeducational residence halls were perceived as low in competitiveness, moderate in emotional support, and high in student influence. Half of the freshmen responding preferred combined freshman-upper class housing. These responses reflect the moderating influence of females on male behavior and perceptions of a greater degree of student influence when residences are coeducational and have a mix of first year and upper class students.

Buffington (1984) reports that current research data do not support the concept of freshman-only housing. Regarding grouping in residence Buffington says that the purpose of residence halls has changed to more than just a place for students to eat and sleep. Residence on campus produces positive effects on students in terms of academic achievement, satisfaction with the living environment, and relationship with others, which in turn has resulted in greater retention of students in residence halls. Further, he maintains that current research does not support the concept of freshman housing and suggests that grouping students according to academic year may limit the students' opportunity to interact with others and grow as individuals.

The impacts of curtailing construction of student residences on Ontario university campuses since the late sixties and early seventies parallels the American university experience. Astin (1977, pp 249, 254, 255) notes that in the U.S. federal and state support for construction spurred much of the expansion of residential facilities during the late 1950's and early 1960's. This trend was almost entirely reversed in the late 1960's and early 1970's by the virtual moratorium on federal and state support for dormitory construction and by the student movement of the late 1960's which prompted many students to opt for living in private rooms rather than dormitories to escape parietal rules. This latter tendency was encouraged by the abandonment of residence requirements by many institutions. He notes further that the flight of students from dormitories reversed in the mid-1970's and that since that time many dormitories have waiting lists. The reversal has been stimulated by economic factors as well as by the demise of parietal rules.

Astin goes on to suggest that from an educational viewpoint, cessation of dormitory construction and expansion of places for commuters was a poor idea. He stresses again the benefits of residence life on campus - greater changes in personality and attitudes, more involvement in campus life, increased chance of persistence which in turn maximizes the chance of implementing career plans, and much more satisfaction with the undergraduate experience.

Continuing on this theme Astin suggests that legislators and policy makers might reexamine the moratorium on support for construction of residential facilities - that the potential benefits are substantial.

SECTION 4

STUDENT HOUSING POLICIES OF ONTARIO UNIVERSITIES

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The Ontario Association of College and University Housing Officers (OACUHO) has made some attempts recently to frame a statement of purpose of university residences which might be endorsed by all members. These initial attempts have so far produced two dissimilar and somewhat opposing views of purpose. Essential elements of the two views are quoted below without attribution to provide a context for a following presentation of the policies and practices of Ontario's universities.

One view supports the Astin/Chickering academic residence model and would even extend that model to include senior undergraduate students in residence.

> ...[I]t is still a fundamental principle that the residence is an integral part of the educational aims of the university. It is still the ideal...that any student wishing to live in a residence owned and operated by the university should be enabled to do so. Universities provide human support for students in residence in the form of deans, dons, residence assistants, etc., and these are seen to be part of the academic programme offered by an institution of higher learning. They are generally graduate students or academics who understand students and believe that undergraduates need to know how to integrate their formal learning with their lives so that in the end society can benefit....University residences are very different from apartments or hotels or any other form of housing...In short, the residence, of whatever type, is designed to provide a setting where those involved can best achieve their academic goals. The university aims with respect to residence housing are educational, not merely custodial. Whereas we are in a situation where we do not have enough housing in most universities...it remains an ideal of higher education that residence life ought to be available to any student who wishes to experience it.

This view would probably be supported in large measure by Trent University and the undergraduate colleges of the University of Toronto, not to exclude others.

The opposite view tends toward what might be called the shelter/commuter model.

> ...There is such a variety in the types of housing available to students at universities in Canada that it is impossible to generalize about educational intent, types of programming, homogeneity of residents or any other factor...The prime purpose of a university residence is to supply the student...with high quality, convenient, and economical housing where he or she can live with as many of the normal residential and citizen freedoms that are consistent with various types of architecture. Sometimes...high density housing types are built and this

> requires different and more active types of internal management styles. On the other hand, apartment buildings similar to normal commercial buildings are managed like those commercial buildings with little evidence of "educational programming". This is not to say that some students will not be attracted to older-style traditional single student housing buildings. But these will be the first to be abandoned by students who mature, want a freer life style and feel they can take charge of their own self-development pursuits.

This view would tend to be supported by student cooperative housing residents, by many senior undergraduate students, and by residents of university-owned student apartments and townhouses which are subject to landlord/tenant and rent review legislation.

University control is the operative term in analyzing the differences between the two models. The arguments put forward by the proponent of the academic resident model are as follows,

> ...There are several factors which make the university residence of whatever type...a unique form of housing. First and most important is the fact that there is a homogeneity of purpose among those housed. All residents are students and generally academic enrolment in the university is the fundamental condition of entrance. Secondly, society seems both to expect the university to exercise some control over residences which goes beyond what is expected of landlords of other forms of rental housing and also to allow somewhat more latitude on the question of student behaviour than might be expected elsewhere. This is presumably in recognition of the fact that the university residence experience is bound up with the educational goals of university and goes well beyond the simple need for shelter. Thirdly, there is the general homogeneity of age. The average age of the resident is still between 18 and 22. While universities generally treat their students as adults and expect adult behaviour, it must be recognized that the youthful character of residents alters what can realistically be expected of them, especially if they lived in a more balanced situation in terms of age range. Fourthly, since the residence is seen as an integral part of university education it falls with other aspects of education under the umbrella of academic freedom. Just at the university must insist on its right to determine who it teaches, by whom students are taught and what is taught, so it must also have the right to determine the purpose beyond simple housing, those whom it houses, and those whom it hires to provide support for its students. Fifthly, the university residences are designed at best to break even in their operations so that unlike other rental housing, profitability is not part of the aim of owning and operating residences.

The proponent of the shelter/commuter model supports his view with the following arguments,

> ...Canadian universities, particularly those in large urban centres, have never housed a large proportion of their students. In many cases they have had difficulty housing in university-owned buildings even

> a majority of out-of-town students. The Canadian student who had to travel away from home to attend university has always made very extensive use of commercial and domestic housing stocks. This was particularly true following the World Wars when many older and married students enrolled.....The main stimulus for building student housing units in most universities was the unavailability and/or unsuitability of locally-supplied housing. The accommodation, social, and welfare needs of the student came before the educational or development needs... Legislation protecting tenant rights in some cases applies to university residences and their tenants. This is not necessarily a liability to the institution since the legislation "cuts two ways" and provides universities with some protection they did not enjoy before. In any case, the university cannot successfully argue against students enjoying the same "citizen rights" enjoyed by others. To argue against students enjoying these rights is often followed by in-loco parentis stances which are, in themselves, of doubtful value. Students frequently resort to the courts and government agencies for righting their grievances.

These opposing views put into sharp focus the issue that concerns many academics, directors of student affairs, and university housing officers. Will university student residences housing a majority of first-year students remain under university control or will they be forced by future legislation to operate under landlord/tenant and rent review regulations?

As a part of the study, each university was asked by the consultant to provide a brief one- to two-page statement of how the institution sees its educational missions, undergraduate and graduate, served by and linked to university-owned or sponsored housing for students and also to describe institutional policies on selection of students for university housing. Universities were able to respond at least in partial measure to the educational mission question although it is doubtful that the views put forward have received the type of review necessary for them to be truly university views. In a few cases universities were not able to articulate universally-held purposes, undoubtedly because the purposes both among universities and within universities range across the entire spectrum of the academic residence and shelter/commuter models and are necessarily constrained by the current availability of residence space.

In any event, the statements received from the universities were summarized by the consultant as draft statements for verification by the universities prior to inclusion in this report. The verified statements are presented briefly below along with residence space allocation policies and, where indicated, the highlights of relevant views of students interviewed by the consultant during on-site university visits.

The detailed submissions of universities in response to the consultant's questionnaire will be maintained in file at COU for whatever further review and examination might be desired.

Brock University

The housing office at Brock supports the academic residence view. Its preferred model is a coeducational residence housing from 50% to 60% first year students and 40% to 50% upper year students.

Students entering the first year directly from high school with an average of 80% or better on their interim marks are guaranteed a bed in residence provided their applications are received by the Housing Office by June 30th. Other applicants are selected at random from the pool to receive available rooms. Returning residents make application by April 22 for the following September. Rooms for returning residents are assigned according to a priority points procedure with those not receiving rooms placed on a waiting list.

Students interviewed at Brock support the approach of the academic residence model and, in particular, stressed the emotional support/mature student influence values to be gained from the combined first year/upper year coeducational student residence.

Carleton University

Carleton's informal philosophical position is to provide an opportunity for a limited number of undergraduate and post-graduate students to live in a residential community close to other university facilities. The view is that programs and services provided within the residence community serve to heighten student participation in activities which can be socially and educationally beneficial.

Each year 93, 25, and 15 spaces of a total of 1,338 traditional residence hall beds are reserved respectively for graduate students, residence fellows (often called dons and resident assistants at other universities) and physically disabled students. All remaining beds are allocated for the accommodation of undergraduate students. There is no accommodation for married students and their families.

Full time status is a condition of eligibility for residence space. First consideration is given to applications filed by students whose home addresses are beyond the Ottawa-Carleton region. Each year 60% of the available (non-reserved) bed inventory is made available to students attending Carleton for the first time, for the most part first year students. Spaces are assigned by lottery. The remaining 40% of available beds are assigned to continuing students (for the most part continuing residents) with spaces allocated by lottery.

University of Guelph

The University of Guelph's student residence philosophy and purpose is particularly comprehensive and explicit and has been included in its entirety as Appendix 10.3 in Section 10.

With regard to residence space allocation policies, Guelph has about 4,100 dormitory-style beds for single students and 280 beds in 140 family housing units. About 142 of the 4,100 single student spaces are protected for 100 residence staff members, 30 residence hall counsellors, and 12 counsellors in Living-Learning Centres.

Guelph's policy is to guarantee space to new semester-one students who make application by a specified target date. The remaining spaces are available for returning residence students. A returning resident waiting list is developed using an unbiased random selection process. The application of the policies produces a residence distribution of roughly 60% first-year students plus protected spaces and 40% returning students. In the current year about 600 returning students were denied spaces because of insufficient capacity. Also, there are between 100-200 first-year students not in residence because they missed the target dates. Guelph does not guarantee space on campus for transfer students.

Guelph does not reserve space on campus for graduate students. The 280 family beds are allocated to family applications on a first-come, first-served basis. The waiting list for family units is currently about 300 and it takes about 22 months for a name to work its way to the top of the list.

Interviews with Interhall Council students confirmed that the local housing market is very tight in Guelph. The quality of residence life and the management of on-campus housing were praised. The existence of high-quality on-campus housing combined with limited supply of off-campus housing means that many returning students would like to live on campus. Guelph would like to add enough residence spaces that it could accommodate the waiting list and the Interhall Council is supportive of this desire.

Lakehead University

Lakehead University views student residences as education centres and not simply accommodation. Residence staff and student staff assist in easing the transition of the student to life in a university setting. Residence life contributes to informal learning in the development of tolerance toward others, social skills, a sense of well-being, and learning from one's peers.

The policy on selection for residence is to offer residence space on a first-come, first-served basis subject to the following: continuing students in residence have priority until the end of January. Applications from outside residence are grouped and numbered consecutively. On February 1 the applications from the outside group are appended to the end of the listing of priority applications. All applications received after February 1 are accepted on a first-come, first-served basis.

As a result of the application of this policy, the distribution of residence students has approximated 50% first year; 35% returning; and 15% transfers, education students, and graduate students. There are no quarters for housing married students with or without children.

Laurentian University

Laurentian views on-campus residence accommodation as an integral part of university education. Within the residence community students are encouraged to participate in social and educational activities. Organized non-alcoholic events are examples of the former; sexuality sessions featuring guest speakers are examples of the latter. Laurentian also views residence life as contributing to the growth of the individual in having to live with a roomate and adjust to sharing and living with others in group relationships.

The Laurentian residence complex consists of three individual residences interconnected by a common hallway, a food outlet, student administration offices, and a travel agency. Two residences are intended for undergraduates: one, a ten-storey dormitory style building; the other, a four-storey two- and four-bedroom apartment style building. The third residence is a ten-storey, one-bedroom apartment style building meant to accommodate mature students, married students, and graduate students.

Returning undergraduate student residents can guarantee a bed in residence for the following academic year by filling out an application form by February 1. After this date, beds not guaranteed are offered to applicants on a first-come, first-served basis.

The one-bedroom apartment building was designed to accommodate married students. This group has first priority on a first-come, first-served basis. There are no two-parent families with children. Single parents with children may be placed on the married students priority list. Graduate students have second priority on a first-come, first-served basis. When capacity permits, mature students, disadvantaged students, and fourth year students may be placed in residence.

McMaster University

Residence space policies for undergraduate and graduate students are being restructured for implementation with the goal being to provide better service. A five-year plan is in the making with all Residence Service staff (including hall-masters) involved in the planning process.

Waiting lists for undergraduate on-campus residence spaces are now very long. The planning process envisions a younger group of incoming first-year students who will have to cope with the pressures of academic and social life at university. It will be important to develop policies that insure that residence space and coping mechanisms are available. Similarly, policies for disabled student are being developed.

Graduate student housing is undergoing similar policy planning. Graduate students wish to have housing for more than the eight months per year allowed presently. A quieter environment than the typical dormitory style is also a high priority item for graduate students.

McMaster's policies on student selection for residence spaces are as follows: first year undergraduate spaces are allocated to persons applying for space who (1) graduate at Christmas with an 80% Ontario grade 13 or equivalent average or (2) graduate in June with an 80% grade 13 or equivalent average. In the first week of June, the Residence Admissions Coordinator may raise or lower the 80% average requirement depending upon the number applying to McMaster. For returning students in the traditional residences the Hallmaster supervises the Hall Executive in conducting a random draw split either between male/female or senior/sophomore (men/women). In the Bates Residence, Residence Services supervises the draw procedure split by category of student, i.e., Bates returning students, traditional residents, and off-campus students. There are no residence accommodations for professional school students or married students. Graduate student applications are selected on a first-come, first-served basis. There is limited space reserved in undergraduate residences for graduate student applications.

McMaster has a critical problem in its local off-campus housing situation. Some 3,000 to 4,000 students reside in an area contiguous to the campus. This large off-campus student resident population has created problems for McMaster in its relations with the municipality and local residents.

University of Ottawa

Housing Services at the University of Ottawa aims to develop an atmosphere promoting learning, the acquisition of self-discipline, leadership, and social skills necessary for living in a multicultural society.

It manages four traditional residence buildings (1,277 beds) for an eight-month occupancy period from September to April for full-time single students, 70% of whom are first-year students. About 292 spaces are reserved for University of Ottawa scholars (250 beds first-come, first-served), Pages of the Federal Government (20 beds for first-year students), exchange MBA students (10 beds), athlete students (12 beds), and handicapped students (as required).

The Brooks residences (708 beds) for upper-year students were opened in September 1987. The upper-year students, possibly transferring from the traditional residences, contract for rooms in the Brooks residences for a full year. The students provide the ncessary furniture for the rooms. If a student wishes to assign the room to another student for the summer months (to recover costs) this is allowed at the discretion of Housing Services.

The university has been involved recently in a legal dispute with the city over property assessment of the Brooks residences. The university claimed that the Brooks residences are on campus land supervised by the university; that the residences are excluded from landlord/tenant and rent control legislation; that the residences are recipients of services provided by the university - mail delivery, electrical power, garbage removal, etc.; that management is humanitarian and cost recovery-oriented rather than profit-oriented; and that other counselling services associated with residence life are provided. The university was successful in its claim and the City has since dropped its assessment claims.

Priority is given in the Brooks residences to married students for the two-bedroom apartments; groups of four students already formed for the four-bedroom apartments. Handicapped students have priority for rooms for the handicapped.

The university also has 150 beds in family housing rental units which are subject to landlord/tenant and rent control legislation. The rental units are rented to full-time students with priority given first to married students.

The Residents Association of the University of Ottawa prepared a statement for a meeting with the consultant. This statement is included as Appendix 10.4 in Section 10 as a good example of the concern of students in the matter of adequate university student housing.

Queen's University

The university environment includes all the elements of a campus which supports academic work, social and recreational activities. Queen's is a residential university with 85% of its students attending from outside the Kingston area. The philosophy of residence living has always been to provide a comfortable place to live and study and to provide an opportunity for the enormous learning experience that takes place outside the classroom Almost all students live either in university accommodation or within walking distance of the campus. University housing continues to play a vital role by providing a learning environment as well as the essentials of everyday life for students. Accommodation is provided for undergraduate students, graduate students, single students, married students, and students with children in traditional dormitory-style housing, apartments, and single family units.

There are 10 dormitory-style residence halls on the main campus: 5 for women accommodating 1,106 students; 4 for men accommodating 816 students; and one mixed-floor co-ed residence accommodating 182 students. The aim is to provide about 70% of the spaces on campus for the first-year students and 30% for upper-year students. There is also a mixed-floor co-ed residence hall on the west campus accommodating 564 students distributed 1/3 each to first-year, upper-year, and graduate students. There are two other mixed-floor co-ed residences: one on-campus which houses 110 graduate students, and one off-campus which houses 96 students distributed 1/2 each to upper-year and graduate students.

First year applications for residence must reach the Residence Admissions Office by June 23 for random selection resulting in room allocation or placement on the waiting list. Applications received after June 23 are placed at the bottom of the waiting list. There are room guarantees not included in the selection process as follows: the applicant has been offered a Queen's scholarship with a value of $1,200 or more; the applicant resides and studies outside Ontario or within the postal code area "P"; the applicant requires special consideration for medical or other substantial reasons.

Allocations of rooms for upper-year returning residents begins in February on a first-come, first-served basis after floor seniors and proctors have been assigned rooms. Rooms for incoming graduate students and education students are allocated on a first-come, first-served basis after acceptance;

for returning students, admission to graduate residences starts in February on a random selection basis.

Queen's can accommodate 420 students in an apartment complex, 123 in an apartment building, and 287 in so-called student properties' housing units. The order of priority for the apartment complex is: full-time students with families; full-time student couples; single full-time students; part-time students; full-time staff/faculty members. For the apartment building the order of priority is: full-time student couples; single full-time and part-time students; full-time staff/faculty members. For the student properties the order of priority is: single full-time students; full-time student couples; full-time staff/faculty members; part-time students.

Yearly leases are required for all rental properties with September leases offered for the apartments and some of the rental properties in the core area. For units which have May leases, a lottery is held in mid-February. Applications for September leases are accepted from November 1 in the preceding year.

The university provides a computerized off-campus housing listing service staffed by students who have experience house-hunting in Kingston.

The following points were emphasized by student residents in a meeting with the consultant: a 70%/30% first-year/upper-year mix in residence is necessary for optimizing the educational/social values of residence life and for effective student government; there should be enough residence beds available that all first-year students who desire them can be accommodated; residence fees at Queen's are high but justified because the levels of quality and service are high - students interviewed clearly were happy to be in residence; upper-year female students are not in favour of compulsory meal plans.

Ryerson Polytechnical Institute

Almost one-half of Ryerson students show a permanent address outside metropolitan Toronto which means approximately 4,500 students must find places to live each year. The Housing Office in the Student Services Department has information on both residence facilities and off-campus housing to assist students in locating accommodation.

Ryerson has one on-campus residence - a large house accommodating 36 male students. The Housing Office makes referrals to a number of nearby independent residences with a total capacity of about 1,000 beds. The Ryerson Housing Registry shares listings with the University of Toronto and other downtown institutions through a computerized system operated on a fee-for-service basis by the University of Toronto.

There is a nearby cooperative housing operation - Neill-Wycik Cooperative College, Inc., which can house about 800 students. About 70% of the students housed by Neill-Wycik are Ryerson students.

Simple addition reveals that many non-Metro Ryerson students have to hunt for rooms within commuting distance in probably the tightest and most expensive housing market in Canada.

Ryerson is considering a building plan which would combine academic and residence space with the latter space containing up to 500 beds arranged in 2- to 6-bed units accommodating both single and married students.

University of Toronto

At present the University of Toronto's institutional objectives are under review. Consequently, the requested statement linking student residences to these objectives cannot be produced.

However, the following indicate that student accommodation and residences are a high priority for the University: the commitment of a substantial share of the University's major fundraising drive for residence expansion; and the establishment in January 1988 of a Provostial Advisory Committee on Student Housing Policy with a mandate to recommend a policy framework within which the University can plan the expansion of residence facilities.

At the time of this writing, there is no institution-wide policy governing selection of students for university housing. Each residence has its own policy.

At the undergraduate level, spaces are generally allocated to first year students on the basis of grades, and often there is a link to scholarship awards. Only students whose homes are outside Metro Toronto are eligible, except for vacancies that occur after September 1. College-affiliated residences generally give priority to their own students, although most admit limited numbers of students from other faculties and colleges. One college residence allocates a specific number of places to students in professional faculties.

For returning students, policies vary widely from one residence to another. Currently, one residence reserves 50% of its spaces for first-year students and allocates the balance on the basis of continued good academic standing and involvement in residence life the previous year. Other dormitory-style residences accommodate returning students in good academic standing, and allocate the remaining placer to first-year students. In one townhouse residence, returning students must arrange for accommodation with other returning students in groups of four each.

There is only one residence (all male) designed specifically for undergraduate professional students although, as noted above, one college residence also accommodates a substantial number of such students. The selection criteria are essentially the same as described above. Second entry professional students (Law, Dentistry, Medicine, Education, etc.) have very limited access to residences except for the Married Students' Apartments.

Married Students' Apartments are assigned on a first-come, first-served basis to persons who are married (including common-law), at least one of whom is engaged in full-time study at the undergraduate or graduate level. Currently, students may remain as long at their full-time status continues. A time limit change to this practice is under consideration.

Residence spaces for graduate students are assigned on a first-come, first-served basis from persons admitted to full-time study in the School of Graduate Studies, including the Ontario Institute for Studies in Education. Students may remain as long as their full-time status continues.

Trent University

Trent University was developed with the residential college system as one of its foundations. This was intended to enhance the opportunities of both resident and non-resident students to benefit from the social and academic life of the colleges. By requiring a multi-disciplinary mix of both students and faculty members of each college, the University hopes to offer genuine and continuing opportunities to cross boundaries between different subjects and fields of study which can at times hinder discussion in a university.

Admission to residence is governed by a number of factors. First, half the spaces in residences are reserved for first-year students. All scholarship students entering first year are guaranteed residence if they want it. A number of spaces is reserved for students from other countries (here on exchange or as part of Trent's International Program) and for native students. Beyond these groups, distance from home is taken into consideration as is the level of a student's academic achievement. Students continuing in residence may remain in residence if they wish and if they make their wishes known by certain deadline dates. The criteria for readmission vary slightly from college to college.

University of Waterloo

The University is concerned with the quality of life of all of its students, and provides time and facilities for an active intellectual and social life for students outside the curriculum. It provides physical and administrative support including study space, recreational facilities, gathering spaces, and manifests a concern for adequate student housing both on-campus and off-campus.

The University has a total of 3,655 beds distributed among 5 building complexes. The undergraduate residence halls (2,293 beds) are designated for undergraduate students only. Seventy percent of these beds are reserved for first-year students. All students in these residences are selected by lottery.

Graduate students are eligible for admission to a residence containing 72 beds (36 single rooms for men, 36 single rooms for women). The waiting list for this residence is currently about 5 semesters.

There are 400 beds in townhouses which are reserved for 2nd year students. All rooms are single rooms and students are encouraged to apply in groups of four each with the group determining the gender mix. There are 1,000 beds in married student apartments containing one- and two-bedroom units. Families have priority for the two-bedroom units. Married students are next in priority, followed by single students. The waiting period for these apartments is such that a single student cannot reasonably expect ever to be admitted.

Six church colleges have a total of 733 beds. No information has as yet been offered concerning admission priorities for these beds. Additional capacity is provided by a Waterloo Cooperative Residence containing 856 beds nearby.

Waterloo has a tight local housing market. The University is concerned about its high on-campus residence fees relative to local housing and about the relatively poor quality of local housing.

University of Western Ontario

As in other universities, university housing is one of the support services provided by a student services organization. Interpretations of the statement of missions and goals of Student Services suggests that the university sees student housing as contributing to: facilitation of the educational and developmental process; assumption by the student of individual learning and development; promotion of active involvement of students in campus life; encouraging students to explore their own values; and ensuring that students are assisted in making the transition to university life.

The University has 2,552 beds in five residences for undergraduate and graduate students; 500 beds in single student apartment units for 3rd and 4th year and graduate students; and 800 beds in family housing. There are another 1,325 beds in affiliated church colleges.

Residence is guaranteed to students in current Ontario year 5 programs or equivalent who have achieved an 80% average by May 31. Additional offers are according to lottery number. For returning residence students and graduate students, a lottery is held for available spaces and first offers are made in March. Thirty percent of the total residence space is made available for upper-year and graduate students. The single student apartments are allocated by lottery in mid-February to students in their 3rd and 4th years and graduate students. Only married students with or without children are eligible for family housing. Offers to lease are made upon receipt of application if the accommodation is available. Placement on the waiting list is formed by date of application.

Discussion with students confirmed that housing at Western is considered to be of good quality; that the mix of housing types seems appropriate but any new housing should probably be of the apartment variety; that the University Student Council has recently been active in town and gown matters and has been challenging the municipal exclusionary bylaws.

The consultant was provided with a copy of a recent USC study of student housing submitted to the City Council Task Force on Student Housing. The study is referenced in Section 9 of this report.

Wilfrid Laurier University

The mission of WLU's residence program is to provide a living-learning experience in a group-sharing, living environment combining academic and lifestyle programs that promote opportunities for personal development and total growth of university students. WLU supports the objective, to the extent possible, of assuring all incoming new students the opportunity of at least one year of residence life experience. The WLU residence hall administration has adopted the ACUHO guidelines for residential livingenvironments.

WLU has 863 beds in residences for single students and six one-bedroom apartments. A total of 108 beds is reserved for: residence staff (39); house council executives (12); graduate seminary students (12) as per agreement; graduate students (12) as per agreement; exchange program students (8) as per agreement; and non-first year students with special needs (25). All remaining beds are allocated to incoming first-year students on a lottery basis, except for the following who are guaranteed residence: any student certified as handicapped (about 6 per year); all Centennial or Anniversary scholarship award recipients (about 30 per year) as per agreement. The six married student apartments are offered to married seminary students first, by agreement, and then on a first-come, first-served basis to married couples, one of whom must be a full-time student at WLU.

Students at both WLU and the University of Waterloo have difficulty in finding reasonably priced rooms of good quality close to the campuses. WLU's statement of off-campus housing problems along with correspondence between a neighborhood association and the university are included as Appendix 10.5 in Section 10 to illustrate the general problem that all universities with limited on-campus housing face in tight off-campus housing markets.

University of Windsor

The residences at the University of Windsor provide opportunities for students to integrate academic activities with community living. A variety of activities and programs is scheduled within each residence hall to meet the social and educational needs of the students. Activities include hall government and judicial boards, cultural and academic programs, self-improvement workshops and seminars, and numerous social and athletic events. Residence life staff and residence hall councils are familiar with the concerns of residence students and the benefits of residence life and assist new students to make a smooth transition to university life. Residents are encouraged to participate in events as a means of broadening personal learning experience. Emphasis is on people skills and preparing for independent living. The residence community provides a living-learning experience and stimulates social growth and personal development.

The University strives for three objectives in its admission procedures: a ratio of incoming new residents to returning residents of 60/40 to ensure beneficial experiences to incoming and continuing residents; a fair chance for all applicants to gain admission to residence halls; and an emphasis on academic aspects of residence life as a condition of staying in residence.

Applicants are divided into three categories for consideration for admission to residence: returning students; applicants from secondary school applying through the Ontario Universities Application Centre; and new applicants for residence other than the immediately foregoing.

Returning students must apply for continuing to stay in residence by late February and must have achieved a cumulative average of C or better. Applicants from secondary school must apply by June 1. Other new students must apply by July 15. Random selection is made from the pool of applicants that meets the obove criteria. Desired residence hall first-year/upper-year ratios are considered in making acceptances.

The University has about 1,160 beds in undergraduate residence halls, 160 beds in apartment accommodations for undergraduate students, and 225 graduate residence beds. Affiliated church colleges have 126 beds.

In a meeting with the consultant, a delegation of students made the following points: more on-campus housing is required, preferably co-ed, and allowing for an appropriate mix of first-year and upper-year students; apartment-style residences are preferred for senior students; quality of housekeeping could be improved; off-campus housing is limited, not of high quality, and 12-month leases are the rule.

York University

York University currently has 1,965 beds for single undergraduate students in eight College residences and 929 self-contained apartments with 1,659 beds in five apartment buildings. The apartments are all located at the 4700 Keele Street campus.

Except for the immediate accommodation of disabled students, single parents, and some scholarship winners, the admission policies and practices for both types of accommodations are shaped by the extremely high demand for space - demand far in excess of supply.

Only students admitted to degree programs are eligible to apply. Once in residence, a minimum academic load must be completed each year to retain residence eligibility.

Within the conventions outlined below, applications are handled on a first-come, first-served basis. For single students applying to College residences a quota of about 35% of the beds is set aside for first-year students. This means that a certain number of upper-year students is required to leave residence at the end of the second or third years. Students whose permanent residences lie inside Metro Toronto or from parts of surrounding municipalities are not eligible to apply. More space is thereby made available to out-of-town students. The vice-presidents have accepted two special categories for immediate admission: a scholarship category subject to deadlines; and a limited group of special cases deserving special consideration by a designated senior university officer.

Admission practices for York's apartment units feature a point system which favours students who, because of faculty affiliation or family size, are not eligible to apply for single student beds in the Colleges. The point system places applicants in priority order on the waiting list.

SECTION 5

UNIVERSITY STRUCTURES FOR ADMINISTERING STUDENT HOUSING

UNIVERSITY STRUCTURES FOR ADMINISTERING STUDENT HOUSING

The essential features of university student housing organization structures and involvement of students in housing matters is described below from materials provided by each university. Some universities provided more information than others so the descriptive statements on organization structure and student involvement will vary somewhat in level of detail.

The purpose here is to describe very briefly each university's student housing organization structure, manpower staffing, student involvement in housing operations and, whenever possible, to provide two rough measures of manpower support: a ratio of student residents/FTE housing support and a ratio of headcount of student employees/all employees in student housing. FTE housing support is calculated as the total of all full time staff plus the FTE of part-time staff and student employees arbitrarily taken at 1/4 of full-time. The former ratio provides a rough measure of the university's direct manpower support of student housing. The latter ratio provides a rough measure of the extent to which student employees are involved in student housing operations.

It should be noted here that all such ratios should be viewed with great caution. They are only as good as the data provided to create them. At this time they can only serve as rough guides since costs and personnel complements allocable to student housing may be distributed in some universities and centralized in others. Readers are cautioned not to infer that a particular ratio is favourable or unfavourable in relation to other ratios. In addition to the problems of incomparability, the data are not of sufficient accuracy to justify comparisons at this time. But a reasonable objective would be for housing administrators to agree that such measures calculated from accurate data are useful, and that they should work together to see that the data are of sufficient accuracy to be included in a centralized data base.

Section 4 presented brief descriptions of each university's student housing philosophy and policies. An additional purpose of this section is to provide information which will enable universities to evaluate the congruence of expressed student housing policies and the organization, staffing, and student involvement provided by universities to support the policies.

Brock University

Brock's chief housing officer is the Director of Residence reporting to the Dean of Students/Registrar. There are 4 full-time non-student staff members in the organizational unit - director, housing assistant, secretary/clerk, and porter. There are 18 residence life student employees (2 head residents, 16 dons) and 9 part-time student employees (2 weekend porters, 5 security, and 2 groundspersons). The ratio of student residents/FTE housing support is 418/11 = 38. The ratio of head count of student employees to all employees is 27/31 = 0.87.

There are two committees of elected student representatives - Residence Action Committees. The residence life staff are upper-year students who receive remuneration of a room in residence, phone expenses, and professional training as payment for monitoring residence life. The Director of Residence meets with residence life staff bi-weekly to insure ongoing communication. The Residence Action Commitees are the elected student councils to which the Director of Residence brings items for consultation such as application procedures, residence fee increases, student activity concerns, etc..

Carleton University

Carleton's chief housing officer is the Director of Housing and Food Services reporting to the V. P. Administration. Two assistant directors and one coordinator report to the Director (Food and Beverage, Housing and Conference Operations, Residence Life Coordinator). Non-student staff employment is 24 (22 full-time, 2 part-time). There are 104 student employees, all part-time. The ratio of student residents/FTE housing support is 1,338/49 = 27. The head count ratio of student employees to all employees is 104/128 = 0.81.

At Carleton, the Rideau River Residence Association (RRRA) is a body incorporated under the laws of the province and is the representative organization of the Carleton University residence community. Its activities are largely social in nature through the operation of large-scale entertainment functions which involve the hiring of musical groups and the operation of two licenced establishments. In addition, the Association operates a small convenience store and video game arcade.

Three executive members of the Residence Association in addition to two other residence students form the student representation of the Residence-University Management Policy Board (RUMPB). The membership of RUMPB is rounded out by five non-student members drawn from the Residence and University and including the Director of Housing and Food Services. RUMPB considers virtually all matters of internal residence operating policies which will impact student life in residence including the establishment and annual revision of house rules, the selection of residence life staff, the development of orientation programming, changes in residence population mix, etc..

Annual housing operating budgets are developed in consultation with a student budget review committee of RRRA. Annual increases to student residence fees which arise from the annual budget process are reviewed with the members of the RRRA representative council at an open meeting in February of each year.

Student members of the residence community also play active and predominant roles in two internal appeal bodies. The Residence Peer Tribunal (RPT) meets to hear appeals of disciplinary decisions taken by the Director of Housing and Food Services against residence students. The RPT is made up entirely of students and may overturn or modify such disciplinary decisions. The Damage Control Appeal Committee (DCAC) meets to hear appeals of monetary assessments made against students for the recovery of costs related to damage or loss of residence physical property. The DCAC is predominantly student in composition and may overturn or modify such assessments.

University of Guelph

The chief housing officer is the Director of Residences reporting to the Provost. Four assistant directors report to the Director (Central Reservations and Conferences, Residence Admissions, Residence Life, Residence Management). There are 53 non-student employees and about 128 residence life and casual student employees. All student employees are part-time. The ratio of student residents to FTE housing support is 4,346/85 = 51. The head count ratio of student employees to all employees is 128/181 = 0.71.

The Department of Residences has four formal committees responsible for establishing policies and decisions: Residence Advisory Board, Residence Budget Advisory Committee, Room Assignment Committee, and Deposit Appeals Committee.

The Residence Advisory Board acts as an overview committee which meets regularly throughout the year. It is composed of the five senior decision makers in the Department and students appointed by Interhall Council. It deals with agenda items suggested by the student representatives.

The Residence Budget Advisory Committee is composed of members of the Department and students appointed by Interhall Council. It has access to all financial information relating to the Department of Residences with the exception of individual salary levels. This committee meets for about 25 to 30 hours throughout the year. Its purpose is to establish the Residence Budget including the nature and level of services provided to the resident students and ultimately it sets the residence fees.

The Room Assignment Committee is composed of representatives from the Department of Residences and students appointed by Interhall Council. This committee determines how the available inventory of space should be allocated to the various classes of students, e.g., freshman students, mature students, transfer students. The policies established by this Committee are incorporated into published material.

The Deposit Appeals Committee is composed of members of the Department of Residences and students appointed by Interhall Council. It meets to hear appeals in cases where students have given the Department of Residences an accommodation deposit and have subsequently failed to take up accommodation or failed to stay in residence for the full term of their original contract. Published material outlines the financial penalties in the event a student terminates residence or fails to conclude a contract. However, extenuating circumstances (for compassionate reasons, for example) may suggest relief from the policies. The purpose of the Committee is to ensure equity and consistency of treatment across the population of students in residence.

Lakehead University

The chief housing officer is the Director of Residence. There are 5 non-student employees including the Director (Director, Marketing Coordinator-Conference Services, Secretary, Cashier, Desk Porter). There are 26 residence life student employees, all part-time. The ratio of student residents to FTE support is 628/11.5 = 55. The head count ratio of student employees to all employees is 26/31 = 0.84.

The Residence Council is the residence student body. Whenever consultation is required on fees, policy changes, etc., the Council is the official elected body for feedback, inititatives, and input. The Residence Council has an ex-officio seat on the Lakehead University Student Union thus establishing a communication link between the two bodies. There is an elected food committee chaired by a Residence Assistant. Three members of this committee represent residence students on the Campus Food Committee.

Laurentian University

The chief housing officer is the Director of Services. There are seven staff employees (Director, Services Coordinator, Secretary, Senior Resident, 3 porters). There are 20 student employees, all part-time. The ratio of student residents to FTE support is 811/12 = 68. The head count ratio of student employees to all employees is 20/27 = 0.74.

Discussions with respect to operation of the residence and fee increases are conducted separately with each residence. Each building has a residence council and floor dons. The Married Student Residence has a tenant association to represent the occupants. Should any major changes with the operational structure of the Married Student Residence be anticipated, the tenant association is advised with a notice to all tenants requesting a meeting.

With respect to rent increases, proper documents are submitted to the president of the tenant association for discussion. Once the discussions are completed, notice of any changes are submitted to each tenant.

With respect to the Single Student and University College Residences, operational changes are discussed with the Dons and councils, and if necessary a residence meeting is called. Separate residence meetings are called to discuss any fee increases.

McMaster University

The chief housing officer is the Director of Residences. Three positions report to the Director (Admissions Coordinator, Programming Coordinator, and Facilities Coordinator). There are 6 non-student employees including the Director - 5 full-time and one part-time. There are 100 student employees during the academic year, all part-time, plus 9 student employees in support of summer conference operations. The ratio of student residents to FTE Support is 2,383/33 = 72. The head count ratio of student employees to all employees is 109/115 = 0.95.

University of Ottawa

The chief housing officer is the Director, Housing Services reporting to the General Director, Student Services. Five positions report to the Director (Assistant to the Director, Administration and Finance, Residence Life Coordinator, Accommodation Officer, Administrative Secretary, Word Processing Operator). There are 28 non-student employees (26 full-time, 2 part-time) and 51 student employees in residence life summer operations. All student employment is part-time. The ratio of student residents to FTE support is 2,135/39.3 = 54. The head count ratio of student employees to all employees is 51/79 = 0.65

The Housing Advisory Committee is one of the Student Services Committees reporting to the Student Services Coordination Committee. The committee meets a minimum of four times per year between September and May and has responsibility for insuring housing standards, a program of counselling, and other activities related to standards for living in residence. The committee has 13 members including ex-officio members and 9 members appointed or elected, 6 of whom are student representatives.

Queen's University

Queen's has two housing offices: Office of the Dean of Women/Director of Residences and Office of the Director of Apartment and Housing Service.

Three offices report to the Dean of Women (Director of Student Life, Residences Business Office, Residence Admissions Office). Non-student employment is about 165 (150 full-time, 15 part-time). Student employment is about 85 during academic terms and 50 during the summer. About 75 students are employed during the summer for conference and food services support.

Dons are senior students or academic staff living in residences. Each don is responsible for approximately 50 students. Selection of dons is made by committees of representatives of student governments, of the dons themselves, of the respective boards, and the Dean/Director or one of her assistants. Appointments are made by the Boards.

The Women's Residences are governed by the Women's Residence Council which includes an Inner Council of 9 elected members and approximately 80 proctors. Proctors are appointed upper-year women who are responsible for seeing that residence rules are implemented and for organizing activities for their floors in cooperation with the dons. The Leonard Field Residences are governed by an overall council. For each residence there is a Central Committee consisting of an elected Chairman, the Senior Don, and about 15 elected floor seniors responsible for social activities and enforcement of residence regulations. Jean Royce Hall has a council composed of a seven-member Executive Committee and 12 house representatives.

The Residences Board is a committee of the University Senate. It establishes general policy for eligibility for residence, admissions policy, and appointment of dons. Reporting to the Residences Board are three sub-boards each being assigned responsibility for a specific group of residences.

The Director of Apartments and Housing is responsible for management of university-owned rental properties. The position reports to the Vice Principal, Services and operates under policies promulgated by an Apartment and Housing Board. Non-student employment is 17 (11 full-time, 6 part-time).

Four students are employed part-time in the summer for secretarial and maintenance assistance.

There are student representatives on the Apartment and Housing Board. The Board reviews financial matters as well as operating procedures. Students also participate by attending open meetings on a variety of topics.

Overall, the Queen's student resident/ FTE support ratio is 2,724/220 = 12. The head count ratio of student employees to all employees is 214/396 = 0.54.

Ryerson Polytechnical Institute

With only a small on-campus residence facility for 36 male students, Ryerson's housing operation is mainly part-time. The Assistant to the Director of Student Services is the Coordinator of Housing with responsibility for the residence and a housing registry. One senior don and three student dons are employed for the residence and two students are employed part-time during the summer for assistance with the housing registry. The ratio of student residents to FTE support is approximately 36/2 = 18. The head count ratio of student employees to all employees is approximately 5/6.4 = 0.94.

The residence is operated on a breakeven basis with revenues from the academic year and summer room rental paying for all operating costs. The Housing Registry is funded by a grant from the President's Advisory Committee on Student Life composed of student and administrative representatives.

University of Toronto

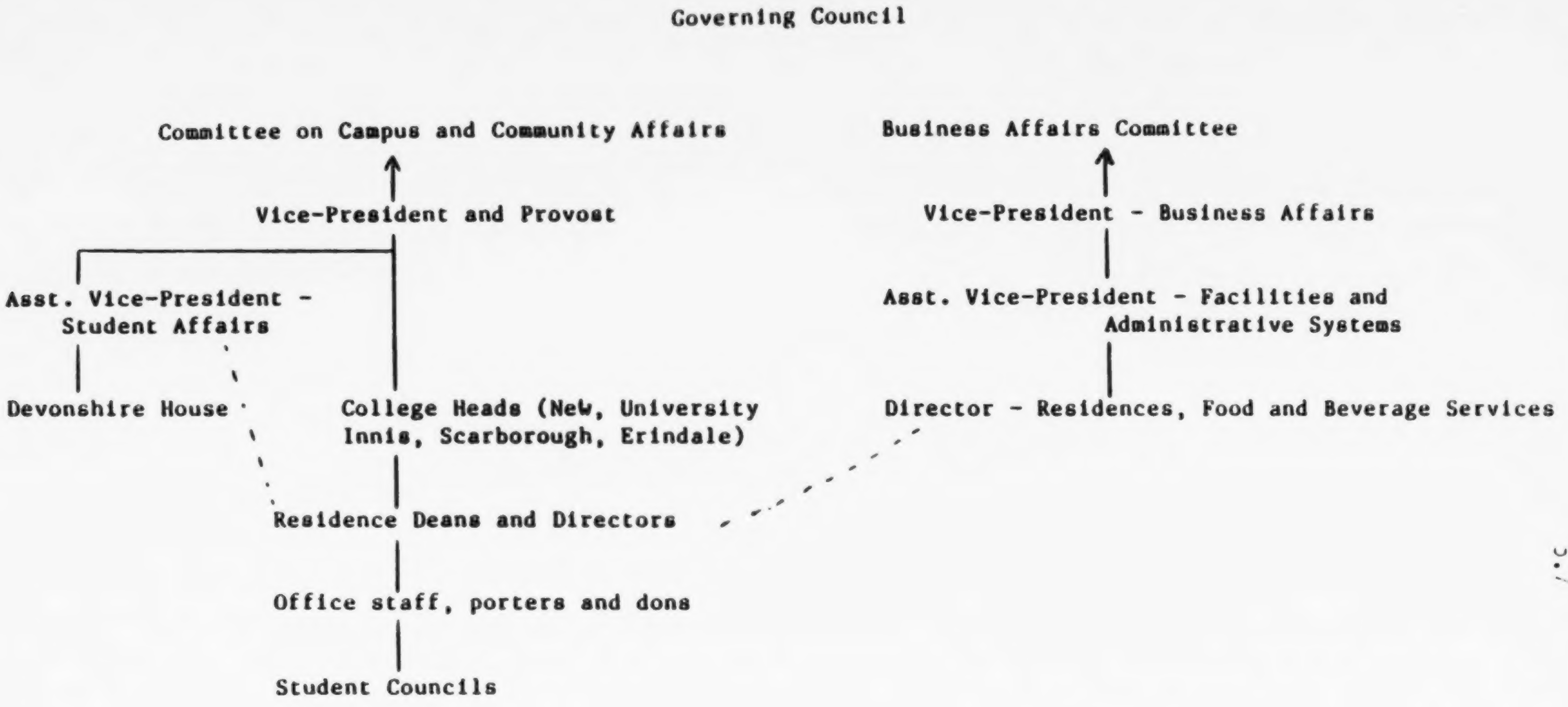
An organization chart for the University of Toronto-owned residences is shown on the following page (5.7). The decentralized structure of the residence system, and the extent to which services are acquired on a cost recovery basis from other university departments makes a report of the type requested by the consultant impractical.

Every residence, including those at the federated universities, has a residence council that represents the residents' interests in residence decision making and that organize activities and events for the residence community. The details of the roles of such councils vary from one residence to another with some playing a major role in such matters as discipline and readmission of students to residence. In others, such matters are left to deans or other residence officials. A determined effort is made to use the structures that exist to consult student residents regarding major residence policies, levels of service offered and rates charged.

University-wide policy regarding residence matters is made by the Governing Council and its committees, on which elected students sit as prescribed by the University of Toronto Act.

Trent University

At Trent three offices are involved in student accommodation. New students are assigned to residence by the Registrar's Office (in consul-


Governing Council
Committee on Campus and Community Affairs
Vice-President and Provost
Asst. Vice-President - Student Affairs
Devonshire House
College Heads (New, University Innis, Scarborough, Erindale)
Residence Deans and Directors
Office staff, porters and dons
Student Councils
Business Affairs Committee
Vice-President - Business Affairs
Asst. Vice-President - Facilities and Administrative Systems
Director - Residences, Food and Beverage Services

Responsibilities:

admissions
residence life
discipline

Responsibilities:

budget development and administration
rates and fees
cleaning and maintenance
food services administration

Note: Residences at St. Michael's, Trinity and Victoria Colleges are the responsibility of their governing bodies, and not the University of Toronto.

ation with the Colleges). Returning students are assigned by the Colleges (in a process involving the College Head, College Assistant, and College Secretary). Students living off-campus frequently use the off-campus housing service which is administered through the Student Services office.

Policies affecting the Colleges (including their residence elements) are determined by two major committees: the Committee on Colleges and the Committee of College Heads. The former includes seven students and deals with all aspects of residence life, including food. Each College, in turn, has a small advisory or executive committee with one or more students on the committee, which makes operational decisions for the College's residence life.

Staff involved, most of whom work only a fraction of their time on accommodation, number 15 from the Colleges (3 from each), 2 from Student Services, and roughly 20 for Conferences (summer help and permanent staff) who deal with conference delegates from May to early September.

College personnel involved report to their respective College heads, conference staff to the Conference coordinator, and Student Services staff to the Director of Student Services. College and Student Services personnel report through the Vice President (University Services), while the Conference coordinator reports to the Vice President (Administration and Finance).

The donning system embraces some 36 donning positions (the number varies from College to College because of numbers and/or architecture) and the dons fall under the general direction of the respective College head.

The student resident/FTE support ratio for the entire housing operation is 1,113/18.2 = 61. The headcount ratio of student employees to all employees is 36/73 = 0.49.

University of Waterloo

The chief housing officer is the Warden of Residences and Director of Housing reporting to the Dean of Students. There are three organizational arrangements associated with housing: administrative, life style, and residence councils. There are four managers of housing plus an administrator of a residence and a janitor of townhouses reporting to the Warden in the administrative structure. The total number of non-student employees in the structure is 84 (64 full-time, 20 part-time @ 2/3 each). There is also one graduate student employed in this structure.

In the Housing Life Style organization there are five reporting lines (four faculty tutors, and one administrator). There are 46 dons, all students, employed in this structure.

In the Residence Council structure there are three main councils and four sub-councils within one of the main councils. There are no university employees in this structure.

The student resident/FTE support ratio for the entire housing operation is 3,655/90 = 40. The headcount ratio of student employees to all employees is 47/135 = 0.35.

The Warden consults with each of the three main councils at least once during each of the three academic terms. The current budget is reviewed and input for next year's budget is solicited. When the upcoming budget is in the draft stage it is reviewed with the councils prior to submitting proposed fee increases, if any, to the Board of Governors.

The townhouses were built following imput from a Housing Issues Committee, a standing committee of the Federation of Students of the University of Waterloo. In those residences that have councils, the social and athletic activities are sponsored by them. The councils advise the Warden on budgets, physical facility problems, and operating practices. There is no Townhouse committee organization but the Warden does meet annually with Townhouse residents to discuss the draft budget and any other issues of concern. With reference to the Married Student Apartments, students are notified in writing as per requirements of the Landlord and Tenant Act.

University of Western Ontario

The chief housing officer is the Director of Housing organizationally situated in student services. Six positions report to the Director (Assistant Director of Housing-Residence Life, an administrative assistant, and four managers). Five positions report to the Assistant Director (three residence managers, one residence programs coordinator, and a secretary).

Non-student employment is 54 (40 full-time, 14 part-time). There are 77 student employees, all part-time. The student resident/FTE support ratio is 3,859/63 = 61. The head count ratio of student employees to all employees is 77/131 = 0.59.

Students are involved in residence policy matters via the University Council on Student Housing. Each of the residences has an elected representative on the council as well as the president of the residence council. There are other housing committees with student representation which deal with food services, residence damages, physical plant issues, and fire safety, to name just a few. The University Council on Student Housing deals with residence budgets and related fees, residence admissions, and policy.

Wilfrid Laurier University

The housing operation at WLU is managed through two organizational structures: Office of the Director of Housing and Office of the Director of Physical Plant (Custodial and Grounds).

The Director of Housing reports to the Dean of Students and supervises two housing office non-student employees, 7 head residents (students), and through the head residents, 39 residence assistants (student dons). The ratio of student residents to FTE support is 863/14.5 = 52. The head count ratio of student employees to all employees is 46/49 = 0.94.

The Custodial and Grounds Supervisor has responsibility for 18 custodial and grounds non-student employees (15 full-time, 3 part-time) supporting WLU's six residences.

Regarding student involvement in housing, each academic year each of the individual residences on campus forms a House Council composed of a house president, vice president/treasurer, secretary, all dons of the residence, a representative from each floor, and the head resident (non-voting). In turn, each year an Inter-Residence Council (IRC) is formed composed of all House Council executives, all head residents, one don from each residence, and one floor representative from each residence. The House Councils and the IRC act to: determine policy affecting the governing of residences; serve as a liaison between the Administration and students in residence; and assist in maintenance and improvement of student facilities and privileges within the university residences.

University of Windsor

The chief housing officer is the Assistant Director of Residence Services reporting to the Director of Student Services. Including the Assistant Director non-student employment numbers 12, all full-time (Assistant Director, secretaries, night porters). There are 136 student employees (head residents, resident assistants, conference assistants, student porters) all part-time.

The ratio of student residents to FTE support is 1,703/46 = 37. The head count ratio of student employees to all employees is 136/148 = 0.92.

There is a Residence Services Advisory Board. This Board was formed to improve formal liaison between residence student representatives and the Office of Residence Services as a response to the promulgation of the COU guidelines. Membership on the Board consists of: Director of Student Services, Assistant Director of Residence Services, SAC Commissioner of Residence and Services, one residence life staff member from each residence hall, and two student representatives from each residence hall. The Board provides for consultation on all major policy issues affecting student residences: rates, services, staff, house rules, etc..

Each residence has a House Council composed of: President, V.P., Secretary, Treasurer, floor representatives (2 per floor), and event representatives. Generally, the purposes of these councils are to: promote academic, intellectual, cultural and social awareness among members; stimulate interest and involvement in residence hall activities; encourage responsibility and maturity in self-government.

York University

The chief housing officer is the Director of Housing and Food Services. There are five organizational units reporting to the Director: Manager, Food Services; Manager, Housing Operations; Manager, Housing Administration; Assistant Manager, Residence and Tenants Accounts; and the Conference Centre. Total non-student employment excluding Food Service and Conference Operations is 47.

York has 3,624 residence spaces in eight residence halls and five apartments. Student employment in support of residence halls (dons, assistant dons, senior students) is 53. Non-student employment in the residences (college masters, senior tutors, tutors, residence secretaries) is about 13. The ratio of student residents to FTE support is 3,624/73.2 = 49.

The head count ratio of student employees to all employees is 53/113 = 0.47.

Each college residence has a residence council to variously advise and assist the College in matters concerning residence life - college residence policies and rules and student residence activities. Resident students in the College along with the dons comprise the membership of the Residence Council. There is a Residence Budget Committee responsible for reviewing and making recommendations to the President (or his designate) with respect to the financial affairs of university residences. The annual operating budget is monitored and the residence rate fee structure for the subsequent year is recommended by the RBC. Membership of the RBC consists of, among others, one student elected by and from each of the undergraduate college residential councils.

SECTION 6

ANALYSIS AND INTERPRETATION OF UNIVERSITIES' STUDENT HOUSING DATA

SECTION 6

ANALYSIS AND INTERPRETATION OF UNIVERSITIES' STUDENT HOUSING DATA

Early in the project each university was asked to provide the consultant with: detailed information for five-year intervals beginning in 1966-67 on university-owned housing capacity and demand, rental rates, housing revenues and costs (excluding food services); certain current and historical data on individual university residences; and anecdotal off-campus housing information. To complete the report for each university the consultant obtained enrolment and applications information from the files of the Ministry of Colleges and Universities and the Ontario Universities Application Centre for the same five-year intervals.

Understandably, some universities were not able to provide data for the early years. Also, because of differences in housing organization structure, provision of services, and accounting methods for recording and reporting housing costs, the financial data provided by the universities must be interpreted with care. Any interuniversity differences which appear significant might be flagged for examination but should not be the basis for action or policy change until possible differences in accounting methods, etc. are analyzed thoroughly. The interpreter should bear in mind also that the number and population of universities providing data changes from period to period; this may have a sudden impact on the value of a system statistic and invalidates other than crude analysis of both variance and long-term trends.

Section 11 contains four reports: a system totals report (Section 11.1); a system average, maximum, and minimum report on certain important ratios (Section 11.2); a report for each university showing changes in the university ratios over the time period 1966-67 to 1987-88, and a computerized report of the data reported by each university (Section 11.3). The system reports (Sections 11.1 and 11.2) are provided to all universities in this report but each university receives only its own data and ratios for the two reports in Section 11.3. If a university has provided data for a particular variable, it is able to review and analyze its own data over time, and compare its ratios to the means and ranges of system ratios.

Eighteen ratios in five categories were chosen for cross-university and longitudinal data comparisons in this report. Rental rate, revenue, and expense per student ratio measures are expressed in both current dollars and 1980 constant dollars. It is possible that other ratios will be considered important for analysis at a later time. The disc files and disc directory will be housed at COU for possible further analysis and updating.

Bearing in mind the cautions about interpretations of inherently biased data, a preliminary analysis of system averages and trends follows. Figures

6.1 through 6.10 are included at the end of this section to provide graphic illustrations of trends in the movement of selected ratios.

Enrolment/Housing Capacity

Three ratios were chosen for analysis in this category: undergraduate full-time enrolment/undergraduate housing capacity; undergraduate first-year enrolment/residence hall capacity; and graduate full-time enrolment/graduate housing capacity. The second of these is considered to be the most important ratio. Since housing for senior undergraduate students, graduate students, and their families is largely interchangeable, the other two ratios are less meaningful other than taken together or as indications in very broad ways of how universities choose to reserve and allocate on-campus housing spaces.

The comparison of undergraduate first-year/residence hall capacity shows that in 1966-67 eight institutions were able to provide residence hall data from which the ratios could be calculated. Institutions missing from the average and range calculations are also indicated. The 1966-67 mean ratio is 1.42 and the range extends from 0.64 to 2.49. This means that back in 1966-67, on average in the eight institutions there were a little over four first-year full-time undergraduate students for every three undergraduate residence hall beds ((1.42/1)(3/3) = 4.26/3). The range extended from a low ratio of 0.64 to a high of 2.49, that is from a most favourable value of 1.6 beds for every one first-year undergraduate student (the reciprocal of 0.64) to a least favourable value of about 5 students for every 2 beds ((2.49/1)(2/2) = 5/2). The range in the ratios was 2.49 - 0.64 = 1.85 and the range relative to the mean was 1.85/1.42 = 1.30. The mean moved from 1.42 in 1966-67 to 1.55 in 1971-72, 2.03 in 1976-77, 2.12 in 1981-82, and to 2.52 in 1986-87. The numbers of institutions included for calculating these ratios were 8, 12, 12, 12, and 13 respectively for the same years. There has been progressive deterioration in the mean ratio over the time period reflecting the combined effects of increases in first-year undergraduate enrolment and very small additions to undergraduate residence hall housing. The 1986-87 mean ratio is about the same at the least favourable ratio in 1966-67 (2.52 vs 2.49). The most favourable ratio increased from 0.64 to 0.94 over the period and the least favourable ratio increased from 2.49 to 5.32. This last value means that in one university there are over 5 full-time first-year undergraduate students for every undergraduate residence bed. There may be even more diversity now than back in 1966-67. The 1986-87 range of ratios is 5.86 for 13 universities compared to 1.85 for eight universities back in 1966-67. In 1986-87 the range relative to the mean was 5.86/2.52 = 2.32 compared to 1.17 in 1966-67. It is probable that relative dispersion has increased over the time period although we cannot say this for sure because of the difference in populations in the two years.

Figure 6.1 illustrates graphically the trend in the undergraduate full-time first-year enrolment/undergraduate residence capacity for the period 1966-67 through 1986-87 and a projected ratio of about 2.6 in 1991-92 taking into account likely increases in first-year undergraduate enrolments and planned university housing additions during the period 1988-1991.

The enrolment/housing capacity ratios of Section 11.2 do not reflect the totals of residence hall capacity and apartment and townhouse capacity available for allocation to senior undergraduate students and graduate students. Only the capacities specifically indicated by universities as either undergraduate or graduate were used for calculating the ratios. Many universities indicated that apartment/townhouse capacity could be allocated to both undergraduate and graduate level students. Bearing this interpretive caution in mind, the mean ratio of graduate full-time enrolment to graduate housing capacity (capacity specifically designated as graduate), increased from about 2.2/1 in 1971-72 for six universities to about 6/1 for ten universities in 1986-87. The trend in the graduate enrolment/graduate housing ratio is illustrated graphically in Figure 6.2. A separate analysis, not reflected in the ratios of Section 11.2, suggests the ratio of combined senior undergraduate and graduate enrolment to apartment/townhouse capacity may not have changed much over the period 1971-72 to 1987-88.

Applications/Housing Capacity

Three ratios were chosen for analysis of this category: total applications/undergraduate housing capacity; applications from secondary school/residence hall capacity; and non-secondary school applications/undergraduate housing capacity. The earliest data for these measurements is 1976-77 after much of the current inventory of residence hall housing was built at Ontario university campuses. These ratios provide us with longitudinal measures of the universities' ability to respond to applications by providing on-campus housing. The ratio of applications from secondary school/residence hall capacity is the most important considering the recent increase in numbers of applications for first-year university and the desire of universities to house a substantial portion of first-year students on-campus. The mean ratio for 12 universities was 4.53 in 1976-77 and the range extended from 1.86 to 6.71, a range of 4.85 and a range relative to the mean of 1.07. The mean ratio moved to 6.42 for 13 universities in 1987-88, an increase of about 42% over the period. In terms of ability to house first-year applicants, universities are much less able to do so now than back in 1976-77. The range of ratios increased to 12.95 in 1987-88 and the range relative to the mean almost doubled to 2.02. This latter statistic increased by about 90% (2.02/1.07 = 1.89) indicating that there is now much more range in the ability of individual universities to offer housing to first-year applicants to university from secondary schools. Figure 6.3 illustrates the trend in the ratio of applications from secondary schools to undergraduate residence hall capacity for the period 1976-77 through 1987-88 and the consultant's extrapolation of the value of this ratio to 7.0 in 1991-92.

The applications data for entrance to university provided for each university from OUAC files shows applications from secondary school divided between female and male and also shows the percentages of applications from outside the county as a proxy for inability to commute. These data for the individual institutions show a range in the latter statistic of from about 43% at the lowest to 97% at the highest. About seven universities have had increases in percent of applicants from outside the county (from 2 to 23 percentage points); five institutions have had stable percentages; and three universities show declines over the period 1976-77 to 1987-88. Individual institutions are encouraged to analyze these statistics for the value they might provide in policy development. For example, a university that has had an increase of 23 percentage points in applications from outside the county would have more reason for adding undergraduate residence hall capacity than a university that has had a decrease of 9 percentage points.

As supplementary information not included in this report, the OUAC was able to provide statistics on requests for residence by university and application choice (1st, 2nd, and 3rd) for the period 1976-77 through 1988-89. For this period, requests for residence by total applications increased from 106,853 to 175,222, an increase of 64%. The percentages of total applications that wished residence increased from 58% in 1976-77 to 75% in 1988-89. So, there have been substantial increases both in numbers and in percenttage of applications requesting residence. Figures 6.4 and 6.5 provide graphic illustrations of trends in the two measures for the period 1976-77 to 1988-89 and the consultant's extrapolations for 1991-92.

Returning to the system ratios report, the other two measures of total applications and non-secondary school applications both taken as ratios of undergraduate housing capacity show less change over time: the total applications/undergraduate housing capacity ratio shows a mean of 6.53 in 1976-77 and 8.15 in 1987-88, an increase of 25% over the period. The ratio of non-secondary school applications/undergraduate housing capacity increased very slightly from 2.65 in 1976-77 to 2.74 in 1987-88.

Average Rental Rates/Space

The important measures here are constant dollar (1980 dollars) rental rates per single bed in residence and per room in apartment. The mean constant dollar rental rate for a single bed in residence was $1,053 in 1971-72 and $1,121 in 1987-88; there was a very small increase. As might be expected, the range in this statistic is relatively small, $369 in 1987-88, particularly relative to the mean. The range relative to the mean in 1987-88 was 0.33. Figure 6.6 shows the movement of constant dollar rental rates over the period examined.

The constant dollar mean rental rate for a room in an apartment was $1,958 in 1976-77 for eight universities and $1,731 for twelve universities in 1987-88, a reduction of $227 over the period. The range in this statistic in 1987-88 was $1,452, a much greater range than the range for cost of a single bed in a residence hall. The range relative to the mean is also higher at 0.84 in 1987-88. There is greater dispersion in rental rates for apartment rooms than in rates for single beds in residence.

Income/Student in Residence

Two measures have been selected for analysis, each in both current and constant dollars. The constant dollar rents and fees and conference revenues per student in residence are important measures both for cross-university comparisons and for changes over time. In 1971-72 the mean constant dollar rent and fee income per student in residence at nine universities was $1,404; in 1987-88 it was $1,395 for ten universities. There was very little change from the first year to the last although there was considerable unexplained variation during the 1977-87 decade as illustrated by Figure 6.7. Since the number of universities changed during the period, we cannot say definitely that there was real change; the change could have been caused by the change in the population of universities.

To the extent that profits from conference revenues can be increased, universities will find it easier to hold the line on housing charges to student residents. Mean conference revenue per student (1980$) in university housing in 1976-77 was $104 for seven universities and the range extended from $35 to $290, a range of $255. The mean relative range was 2.45. In 1987-88 the mean conference revenue per student (1980$) at ten universities was $146, an increase of $42 per student over the 1976-77 value. The range extended from $55 to $539, a range of $484 in conference revenue per student in residence. The range relative to the mean in 1987-88 was 3.3. These statistics for 1987-88 indicate that conference revenues per student are increasing for the system, but also that relative dispersion is increasing and that some universities are able to realize appreciably more conference revenues than others. Figure 6.8 shows the movement of average conference revenue (1980$) per student in residence over the period. As with the rent revenue statistic (Figure 6.7) there was considerable variation during the 1977-87 decade but in the opposite direction, possibly indicating compensating revenue adjustments.

Expenses/Student in Residence

Two measures have been chosen for analysis here: wages per student in university housing and debt service per student in university housing. The two ratios are expressed both in current and constant dollars.

Because of possible differences in the provision of services, allocation of overheads, and accounting for costs, wage measures should not be used indiscriminately for cross-university comparisons. They may be used as indicators for further examination in the event of an abnormally high or low value. However, since it is likely that there is some consistency in this measure at the same university over time, it does have some value for trend analysis.

In constant 1980 dollars, in 1971-72 the average wage payments per student in university housing at seven universities was $533. The value of the variable is shown as $246 for eleven universities in 1981-82 and $436 for the same number of universities in 1987-88. It is difficult to evaluate the trend with different universities reporting data for the years examined; the populations change from measurement year to measurement year. However, it is highly probable that wage costs per student, when measured in constant dollars, are no higher than they were in 1971-72. Figure 6.9 shows the movement of this statistic over the time period.

Debt service per student in university housing in constant dollars is an important analytical ratio both for interuniversity comparisons and for analysis of trends. In 1971-72 the constant dollar mean debt service per student in housing at eight universities was $607 and the range extended from $280 to $854, a difference of $574. The range relative to the mean was 0.99. In 1976-77, the mean value was $532 for ten universities; in 1981-82, $444 for eleven universities; in 1986-87, $283 for fourteen universities; and in 1987-88, $366 for eleven universities. Figure 6.10 shows the movement of this statistic indicating a definite downward trend over the time period.

Given the freeze on capital funding for construction during the past fifteen years we would expect that debt service cost per student in residence would decline over the period of examination. Again, there are problems in making trend inferences because of different numbers of universities and different universities included in the years measured. However, it is probable that constant dollar debt service per student is considerably less than it was back in 1971-72. It is also probable that it has increased in 1987-88 over 1986-87 as a result of the construction of additional housing for students at Ottawa, Waterloo, and Western.

The composite picture that appears from the analysis of the above ratios is that: Ontario universities had a good deal more residence hall space per first-year undergraduate student and per applicant to first-year of university in the late sixties and early seventies than they now have; applications for residence on campus from secondary school applications are on the increase both in numbers and in percentages of applications from secondary schools; Ontario universities had more graduate housing space per student back in the early seventies than they now have; universities have managed to keep rent and fee charges to students in residence at the level of cost of living increases; and debt service charges, measured in constant dollars, have declined considerably over the past fifteen years.

Figure 6.1

AVERAGE RATIO OF FULL-TIME UNDERGRADUATE FIRST-YEAR STUDENTS TO UNDERGRADUATE RESIDENCE HALL CAPACITY, ONTARIO UNIVERSITIES, 1966-67 to 1991-92

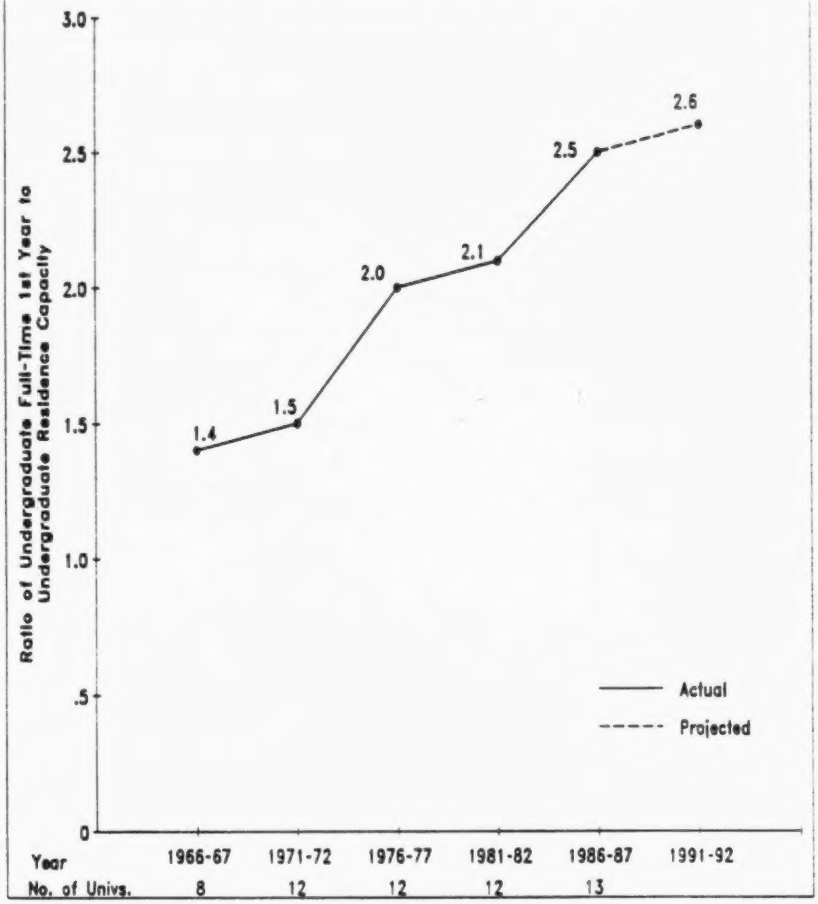


Figure 6.2
RATIO OF FULL-TIME GRADUATE STUDENTS TO GRADUATE HOUSING CAPACITY, ONTARIO UNIVERSITIES, 1971-72 to 1986-87

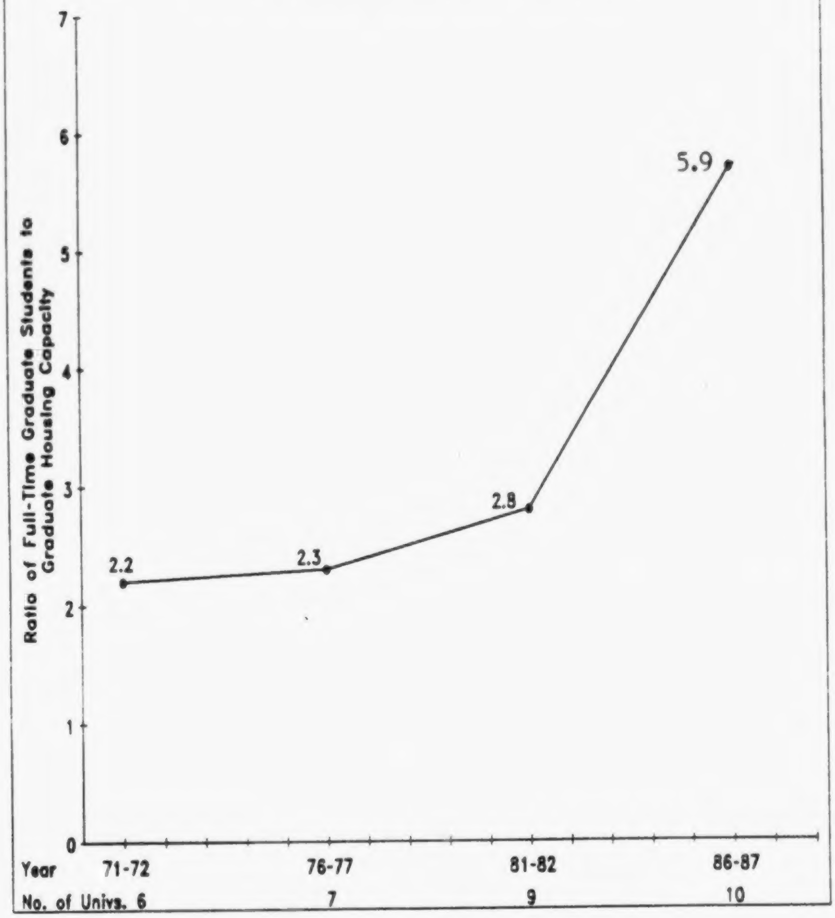


Figure 6.3
RATIO OF APPLICATIONS FROM SECONDARY SCHOOL (1st, 2nd and 3rd Choices) TO UNDERGRADUATE RESIDENCE HALL CAPACITY, ONTARIO UNIVERSITIES, 1976-77 to 1991-92

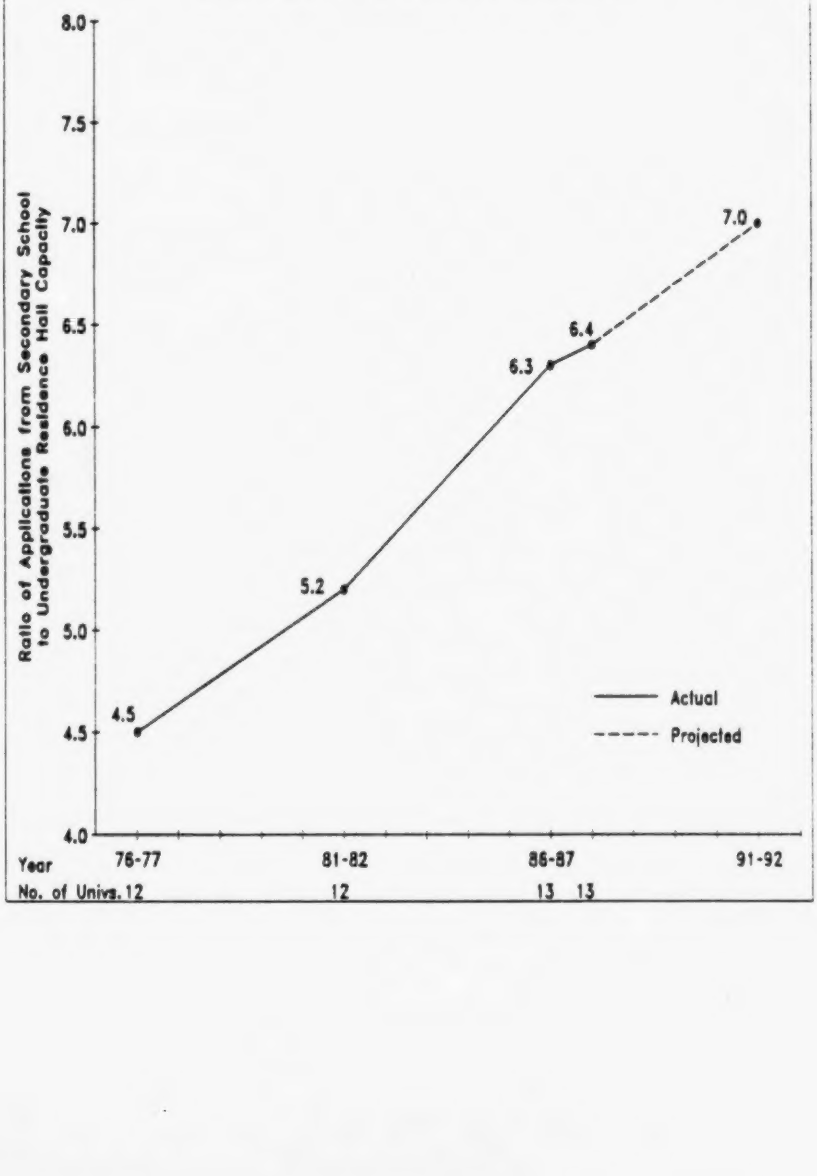


Figure 6.4
NUMBER OF REQUESTS FOR RESIDENCE, TOTAL APPLICATIONS (1st, 2nd and 3rd Choices) TO ONTARIO UNIVERSITIES, 1976-77 to 1991-92

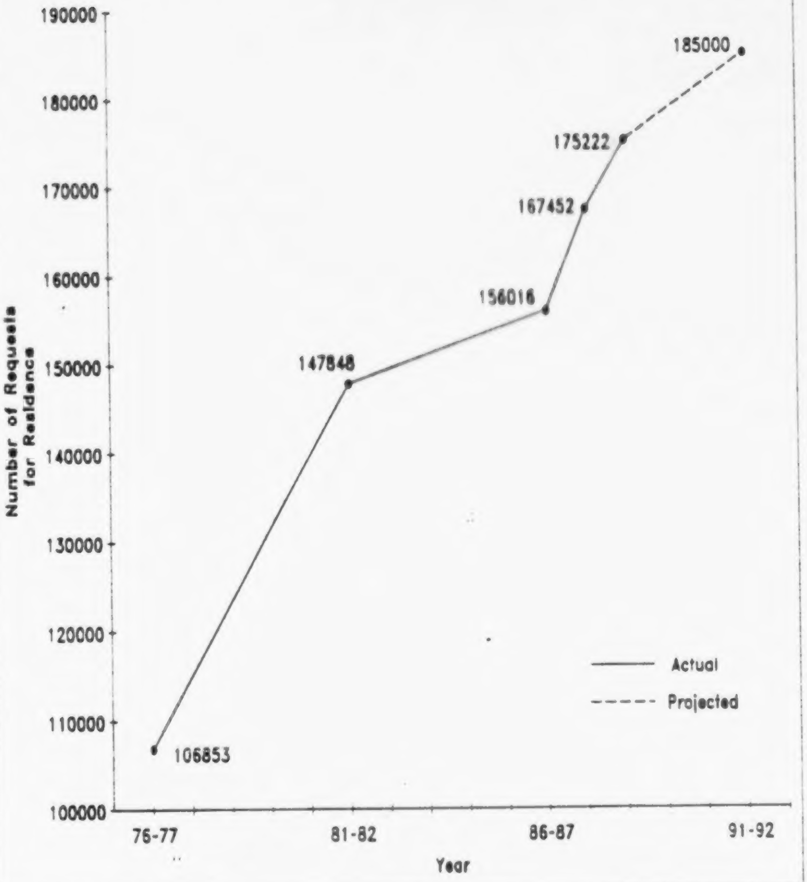
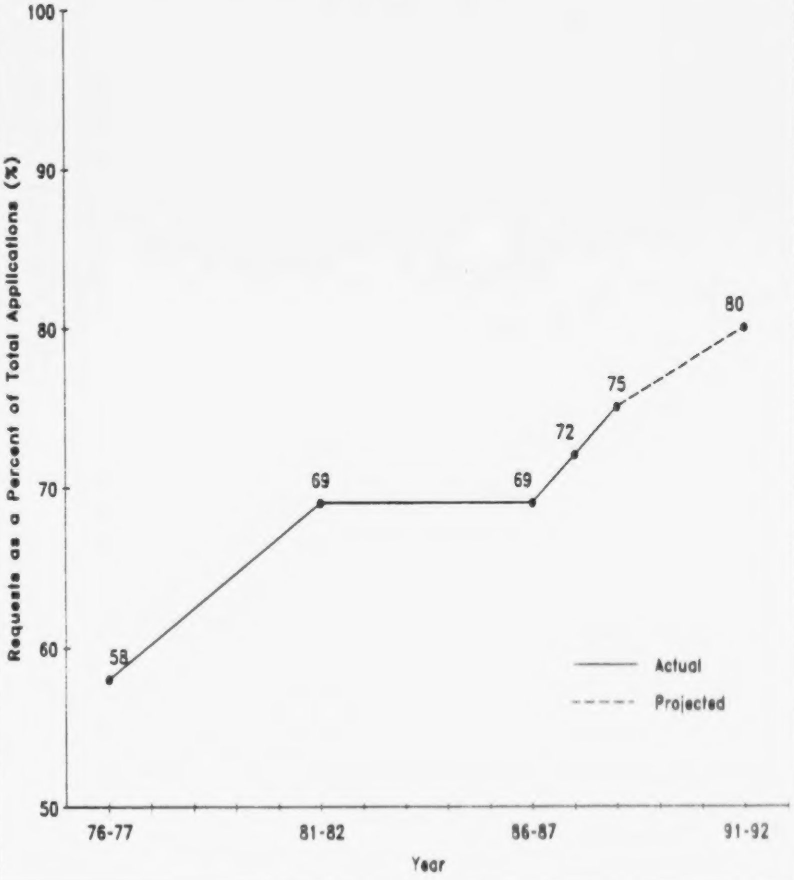


Figure 6.5
REQUESTS FOR RESIDENCE AS A PERCENT OF TOTAL APPLICATIONS (1st, 2nd and 3rd Choices) TO ONTARIO UNIVERSITIES, 1976-77 to 1991-92



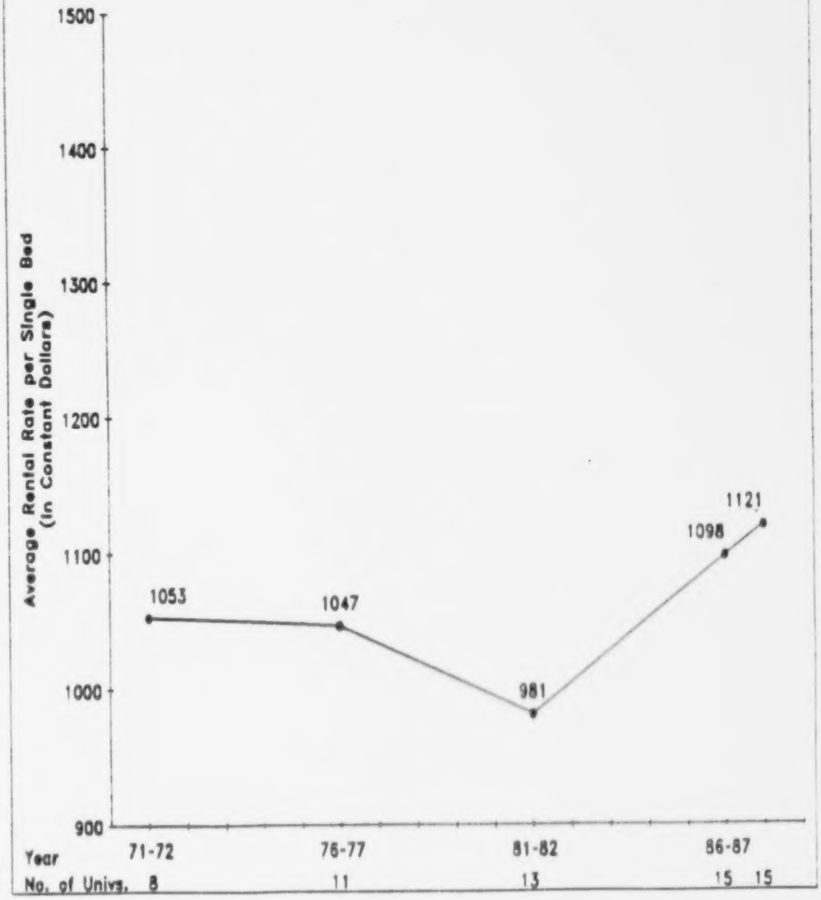


Figure 6.6
AVERAGE RENTAL RATE PER SINGLE BED IN RESIDENCE
(Constant 1980$), ONTARIO UNIVERSITIES,
1971-72 to 1987-88

Figure 6.7
AVERAGE INCOME FROM RENT AND FEES PER STUDENT IN UNIVERSITY HOUSING (Constant 1980$), ONTARIO UNIVERSITIES, 1971-72 to 1987-88

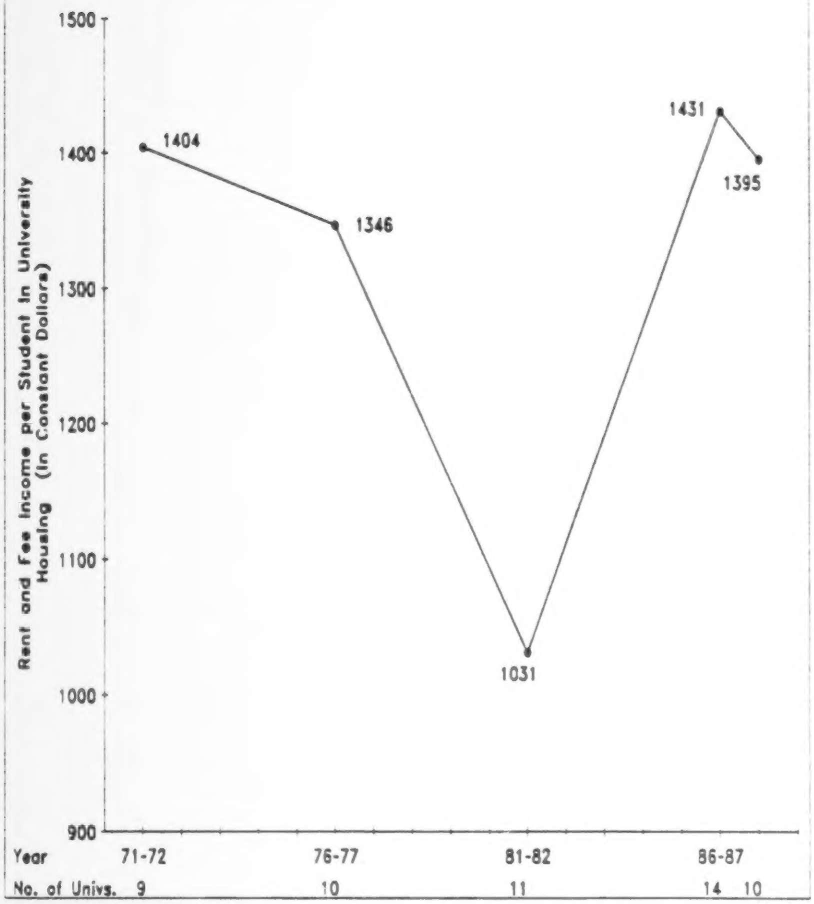


Figure 6.8
AVERAGE CONFERENCE REVENUE PER STUDENT IN UNIVERSITY HOUSING (Constant 1980$), ONTARIO UNIVERSITIES, 1976-77 to 1987-88

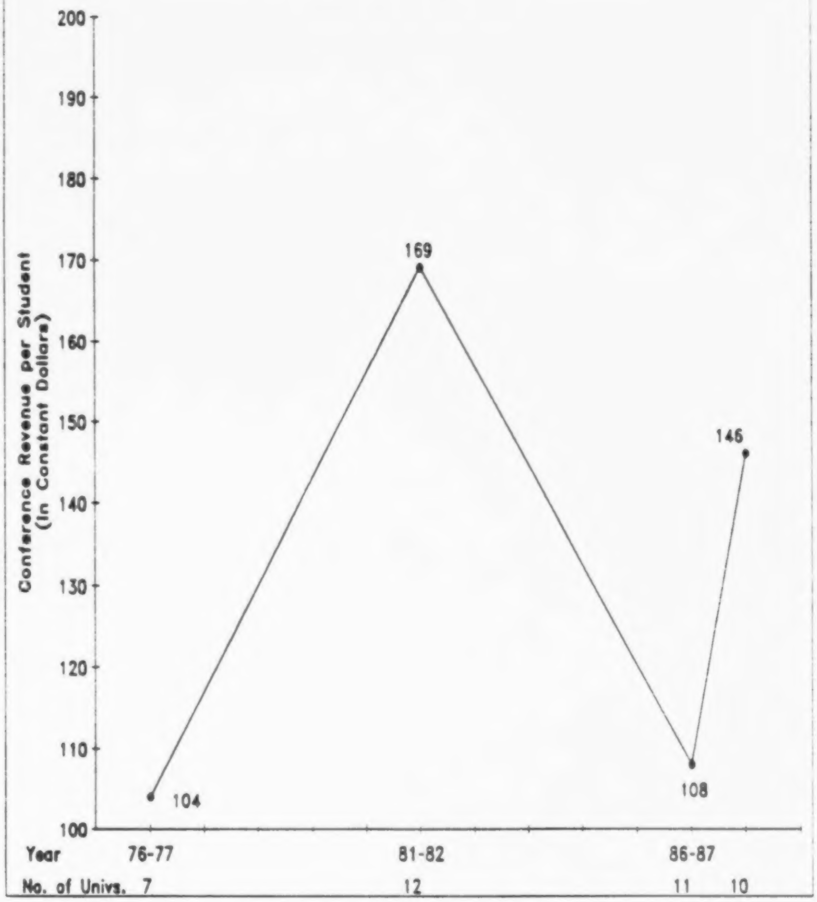


Figure 6.9
AVERAGE WAGE EXPENSE PER STUDENT IN UNIVERSITY HOUSING
(Constant 1980$), ONTARIO UNIVERSITIES,
1971-72 to 1987-88

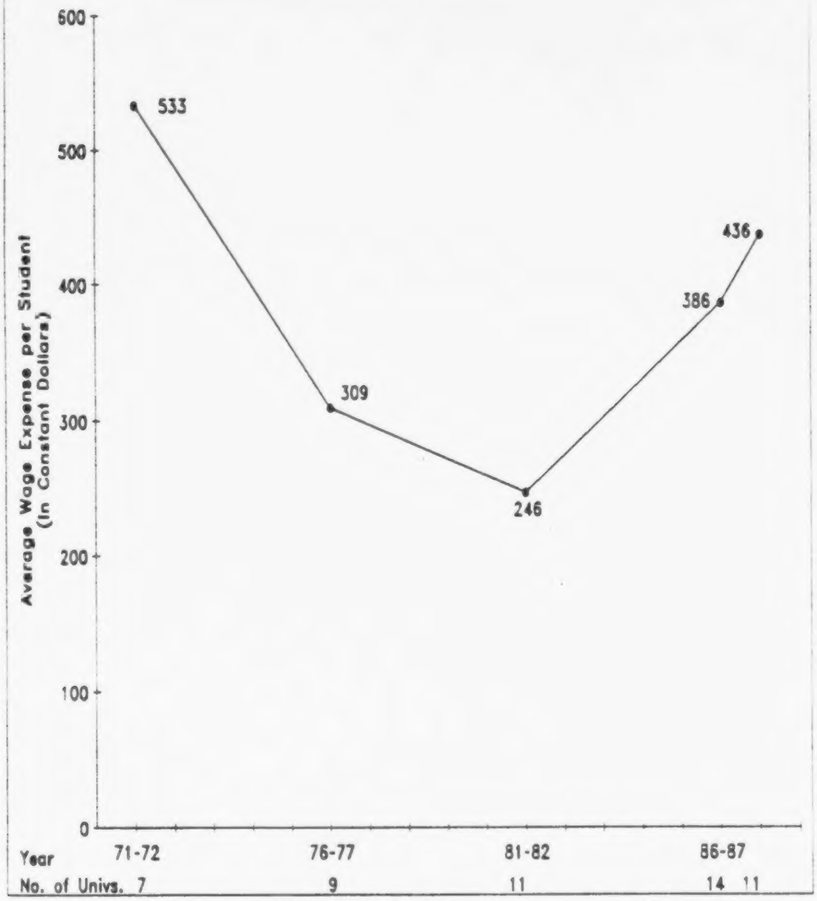
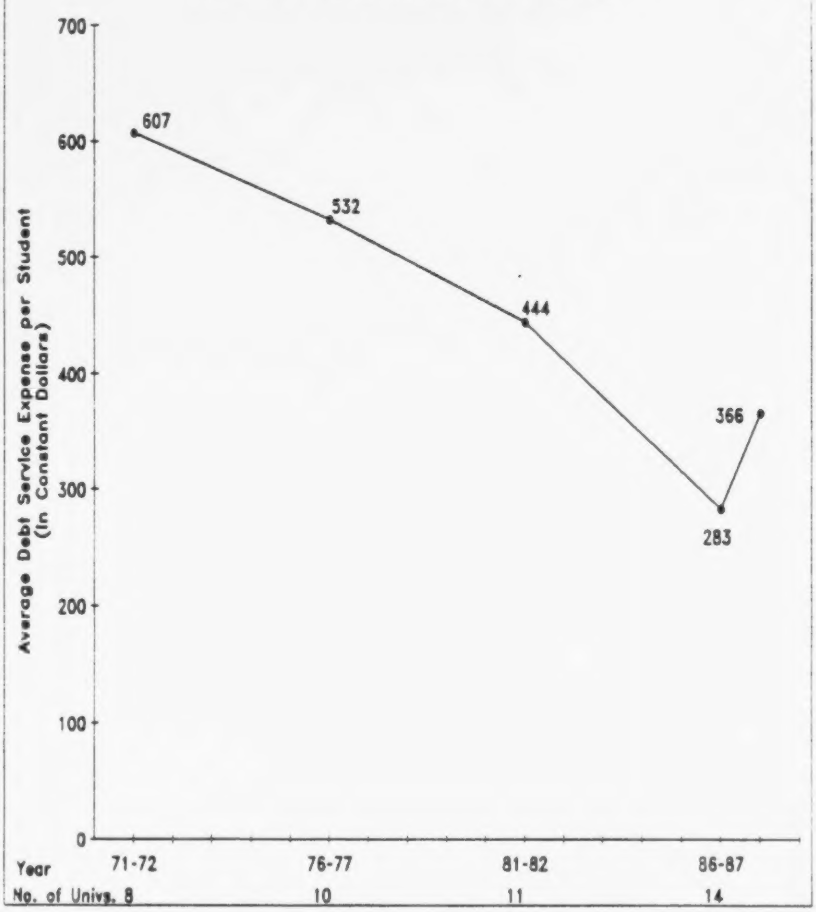


Figure 6.10
AVERAGE DEBT SERVICE EXPENSE PER STUDENT IN UNIVERSITY HOUSING (Constant 1980$), ONTARIO UNIVERSITIES, 1971-72 to 1987-88



SECTION 7

LEGISLATION IMPACTING ON HOUSING UNIVERSITY STUDENTS ON- AND OFF-CAMPUS

SECTION 7

LEGISLATION IMPACTING ON HOUSING UNIVERSITY STUDENTS ON- AND OFF-CAMPUS

The purpose of this section is to present the main features of federal, provincial, and municipal legislation bearing on housing of university students. Relevant sections of legislation are referenced or paraphrased and, if applicable, are related to current concerns of housing administrators and students. There is no attempt to be all-inclusive in the citations; rather the aim is to alert administrators and students to possible areas of concern. Both administrators and concerned student representatives should familiarize themselves with their rights and obligations.[1] It would be wise also for housing administrators to include relevant sections of the Statutes of Ontario in their training programs for housing staff, resident assistants, dons, proctors, and other student housing personnel.

Federal Legislation

At the federal level the legislation which would be of most concern to university housing administrators is the Charter of Rights and Freedoms. The Constitution Act, 1982, Part I Canadian Charter of Rights and Freedoms, A Guide for Canadians sets out certain freedoms and rights guaranteed for all Canadians subject to reasonable limits prescribed by law as can be demonstrably justified in a free and democratic society, among which are several which could apply to housing university students: freedom of conscience and religion; freedom of thought, belief, opinion and expression, including freedom of the press and other media of communication; freedom of peaceful assembly; freedom of association; the right to be secure against unreasonable search or seizure; the right not to be arbitrarily detained or imprisoned; the right of equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age, or mental or physical disability. However, the rights of equal protection and benefit of the law do not preclude any law, program, or activity that has as its object the amelioration of conditions of disadvantaged individuals or groups including those that are disadvantaged because of race, national or ethnic origin, colour, religion, sex, age, or mental or physical disability. Discrimination does not necessarily imply total exclusion; for example, it is possible that setting admission quotas on the basis of any one or more of these characteristics could be considered as discrimination. However, educational facilities are not prohibited from maintaining separate living facilities for different sexes. And, of course, it still remains to be determined in what respects and to what degree the Charter applies to university affairs.

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[1] Although the subject matter deals with U. S. legislation impacting on university housing, Donald Gehring's book Administering College and University Housing: A Legal Perspective is recommended reading for housing administrators subject to a warning that U. S. laws cannot be applied to Canada arbitrarily. However, common law principles are most relevant and many of the rights and obligations dealt with in this book will alert the persons involved to potential problem areas. The book features thorough coverage of applicable amendments to the Constitution, federal laws, state statutes, contracts, torts, and illustrates their applicability through case examples. Specific sections deal with: constitutional issues - first, fourth, and fourteenth amendment rights relating to rights of expression, association, religion, privacy, due process; state statutes relating to legal age for liquor consumption; federal laws such as Titles VI, VII, IX and fair housing legislation

Provincial Legislation

There are several Statutes of Ontario which impact on housing university students both in residences on-campus and in off-campus housing. The principal ones are: Human Rights Code, Landlord and Tenant Act, Innkeepers Act, Liquor Licence Act, Residential Rent Regulation Act, Assessment Act, Occupiers Liability Act, Trespass to Property Act, and Rental Housing Protection Act.

The Ontario Human Rights Code protects the individual's right to equal treatment in the provision of services, goods, facilities, and occupancy of accommodation without discrimination because of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, marital status, family status, handicap or the receipt of public assistance (Sections 1 and 2, (1)).

Every person who occupies accommodation has a right to freedom from harassment by the landlord or agent of the landlord or by an occupant of the same building because of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, age, marital status, family status, handicap, or the receipt of public assistance (Section 2 (2)).

Every person who occupies accommodation has a right to freedom from harassment because of sex by the landlord or agent of the landlord or by an occupant of the same building (Section 6 (1)). Every person has a right to be free from a sexual solicitation or advancement by a person in a position to confer, grant, or deny a benefit or advancement to the person where the person making the solicitation or advance knows or ought reasonably to know

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relating to racial and sex discrimination, sexual harassment, and fair housing violations; housing contracts - lease vs license, terms, conditions, fair contract breaches; torts and legal risks - torts of intent and negligence, standards of conduct and care, assumption of risk, vicarious liability, governmental immunity; and managing the risk - rules, enforcement, duties, binding the university, insuring against risk. Also, there is a valuable check list of housing legal issues at the end of the book intended to serve as an aid in auditing housing policies and practices.

that it is unwelcome (Section 6 (3)(a)) and to be free from a reprisal or a threat of reprisal for the rejection of a sexual solicitation or advance where the reprisal is made or threatened by a person in a position to confer, grant or deny a benefit or advancement to a person (Section 6 (3)(b)).

The rights under the above sections in respect of equal treatment are not infringed where the use of facilities is restricted to persons of the same sex on the grounds of public decency; where the building space other than for the owner is restricted to members of the same sex; where the residential accommodation is in a dwelling in which the owner or his or her family reside if the occupant(s) are required to share a bathroom or kitchen facility with the owner or family of the owner.

As matters now stand universities act as both innkeepers and landlords in the operation of university student housing. The Landlord and Tenant Act applies to university housing for married students, students with families, and graduate students where "...accommodation is provided by an educational institution to its students or staff where...the accommodation has its own self-contained bathroom and kitchen facilities and is intended for year-round occupancy by full time students or staff and members of their households." (Section 1 (vi)). The same section specifically excludes educational institutions from the act if " (A) the accommodation is provided primarily under the age of majority or (B) all major questions related to the accommodation are decided after consultation with a council or association representing residents.".

University housing administrators seem not to be concerned about family-style housing (e.g., apartments and townhouses) where self-contained kitchen and bathroom facilities are required and annual leases are the rule. They are concerned about how the Landlord and Tenant Act might impact on the educational missions of universities if traditional dormitory-style university residences on campus sometimes containing upwards of 70% first-year students were to be brought under the act.

As a result of the concern, The Council of Ontario Universities developed guidelines for the consultative process to be observed by the individual universities: (1) Consultation will take place on a regular basis (at least annually) with appropriate groups on all major policy questions affecting students; (2) Adequate financial information will be provided and adequate time will be given for examination of data and for follow-up inquiries; (3) In the event of disputes over student residence rights an appropriate internal appeal mechanism will be provided; (4) Records of consultations and appeals will be kept and made available on request to the Tenancy Commissioner; (5) Information on residence rates and services will be provided annually to all residence applicants. There will be no alteration in published rates scheduled after an application has been accepted provided there is no change in relevant government regulations or the length of the academic term.

Various items of correspondence from the universities to the Government of Ontario regarding perceived inapplicability and educational costs were the act to apply, are contained as Appendices 10.6 through 10.9.

The key section for exclusion of universities from the Landlord and Tenant Act is Subsection (B) cited above with the entire statement made up of key words in respect of their impact on decisions affecting student residents, that is "...all major questions related to accommodations are decided after consultation with a council or association representing the residents.

A fair reading of the meaning of this section is that major issues impacting on student residents (e.g., a residence fee increase) are put in place only after consultation (an assumed on-going process) with a council or association representing the students (a representative group fairly reflecting the views of the residents). Since the process is a consultative one the ultimate decision-maker would not be bound to accept the advice but would be wise to have overriding reasons for not doing so if the advice were not accepted.

What constitutes "consultation with a council" is important. Is this a one-time, once-a-year process that frees the institution from the Landlord and Tenant Act indefinitely or should it be an on-going process? The word "consultation" implies an on-going process. How is a council determined to be representative of student residents? OFS questioned this at a Winter General Meeting at Lakehead University (paper undated). To quote,

> At [one] university there is a Residence Association with a representative from each floor of the residence. They are appointed by the floor councillors who are hired by the Housing Director. The Housing Advisory Committee on Residence Life reports to the Board of Governors and was established to fulfill the COU guidelines. There are 13 members: nine are students, seven of whom are appointed by the Housing Director [and] the other two are representatives of the Residence Associaltion. In addition there is a Housing Director, the Accommodations Officer, the Financial Officer, and the Residence Life Coordinator. The problem is self-evident at least from the perspective of the student. Despite the majority in numbers most of the students have been appointed by a representative of the administration (the Housing Director) - not elected by their peers/neighbors.

To the unbiased observer, this seems a fair criticism. It would be especially important not to have the council weighted heavily on the side of resident assistants, dons, etc., whose ultimate rewards depend upon advice forthcoming from the council.

Following are some of the protections under the Landlord and Tenant Act (Section IV) which do not apply to traditional dormitory-style housing. Under the Act: security deposits are not legal; a landlord cannot seize a tenant's property if there is a delay in payment of rent; tenants have the right to sublet the property; except in the case of emergency, the landlord cannot enter the rented premises without 24 hours written notice; the landlord is required to keep the premises in good condition and fit for habitation; tenancies for a fixed period do not terminate thereby requiring the tenant to move out - until another agreement is signed, they are considered to be renewed on a month-to-month basis; notice to end tenancy by either party must be given sixty days before the last day of a monthly, yearly, or fixed term lease; a landlord must have a legitimate reason for terminating a tenancy, e.g., failure to pay rent, undue damage, impeding the landlord the ability to enjoy the property, and occupants in the dwelling exceed the permitted number; in the event of intended termination, the tenant has seven days to correct the causes; a tenant may only be evicted by the sheriff under the authority of a court order permitting eviction; rent increases must conform to the Residential Rent Regulation Act; and tenants are protected against harassment by the landlord.

From the students' viewpoint of trying to assure continuation of residence, minimization of cost, right to privacy, etc., a study by the WLU Student Union outlines some implications of the non-applicability of the Landlord and Tenant Act to university residence halls. In the matter of pre-paid residence fees and security deposits, the former may be non-refundable and if the student leaves during the contractual period the university may or may not choose to refund the residence deposit. The Innkeepers Act allows the university to collect the entire portion of the student's residence fee at the beginning of the contractual period. This is not allowed under the Landlord and Tenant Act. In the matter of eviction, university policy may allow for a very short time period for eviction. Regarding the right to privacy, for example searches without notification, this would not be allowed under the Landlord and Tenant Act unless an emergency situation exists.

University student residence accommodations which do not fall under the Landlord and Tenant Act would appear to be subject to the *Innkeepers Act*. Under this act, the relationship between the student and the university housing administration is one of licensee and licensor rather than tenant and landlord. A negotiated lease does not exist between the two parties. A lease would give the lessee *exclusive* rights over the residence for a fixed period of time. In contrast, a license gives the resident *permission* to occupy the accommodation rather than the right to occupy it. Under this act, student residents are considered to be the same as members of a household (the educational family?) subject to the terms and conditions set by the head of the household (in this case the university housing administration).

The license between the student resident and the housing administration is usually in the form of a contract which lists the rules and policies by which the university administers the accommodation. In the case of the Landlord and Tenant Act, certain protections are offered to the lessor and the lessee which cannot be nullified by any document signed by the lessee. In the case of the Innkeepers Act, the student resident is bound strictly by the contract and recourse to contract law is available to the housing administration in the event of a breach of contract.

The sections of the *Liquor Licence Act* that would seem to impact on university residences are cited below with commentary as required.

No person shall consume liquor in any place other than a premises in respect of which a licence or permit is issued, or a residence (Section 45 (2)).

[R]esidence means a place that is actually occupied and used as a dwelling whether or not in common with other persons, including all premises used in conjunction therewith that is not a public place, and where the place occupied and used as a dwelling is a tent, includes that land immediately adjacent and used in conjunction therewith (Section 45 (1)(b)).

If a room in a university residence hall falls under the definition of "residence" then liquor may be consumed in the room. Meeting rooms in a university residence hall would not fall under this definition and a liquor licence would be required for the sale and/or consumption of liquor to occur.

A person or his servant or agent who sells liquor to someone who is intoxicated to the degree that he might cause damage to himself or to the person or property of others may be liable for these damages (Section 53). Liquor is often sold at residence parties so the residence may be liable under these circumstances.

No person shall knowingly sell or supply liquor to a person under the age of nineteen years (Section 44). Again, in the case of residence parties, the residence may be responsible for ensuring that this section is obeyed.

Regulation 581 (1), pursuant to the Liquor Licence Act, defines premises relevant to university residences. A canteen means a wardroom, mess, cafeteria, dining area, common room, or other room to which the public is not ordinarily admitted situated in or on a base, station, camp, campus, and other facility of: (iii) a university, including any post-secondary educational institution affiliated or federated with it, a college of applied arts and technology established under the Ministry of Colleges and Universities Act or other publicly financed post-secondary educational facility, and municipal, provincial, or federal conference centres used for educational purposes, for the use of the faculty, staff, and students thereof and their guests. Canteens are eligible for the following classes of liquor licences: dining lounge licence, lounge licence, and public house licence.

As well as having to conform to all terms and conditions of a liquor licence certain additional terms and conditions apply to post-secondary institutions. Section 35 (1) through (8) requires that: an application for a licence in a canteen in a post-secondary educational institution shall be made by the chief administrative officer of the institution; a licenced premises in a post-secondary institution shall be in an enclosed area, located only as shown on plans submitted to the Board, and separate and apart from other areas in the faciltiy; where a licence is issued for a canteen located in a post-secondary institution and the premises is normally used as a dining hall or cafeteria, provision shall be made for a separate area in the same room or in a nearby location for the serving of meals where no liquor is sold or served; where a post-secondary institution is issued a licence to operate a canteen and licenced premises is used for the sale and serving of liquor only on an occasional basis, when it is used for the sale and serving of liquor a supply of tables and chairs shall be provided adequate to meet the anticipated attendance of the premises; where a licence for a canteen in a post-secondary institution is issued for a premises normally used as a gymnasium or other similar recreational area, no liquor shall be sold or served in conjunction with an athletic event taking place in the premises;

no licence shall be issued for [an area] in a post-secondary institution ordinarily used as a classroom, lecture room, hallway, rotunda, foyer, board room, office, amphitheatre, or any area containing bleachers or tier seating; where a licence has been issued for a canteen in a post-secondary institution and such canteen is normally operated by an outside caterer, the caterer may operate a liquor service bar where the Board is notified in writing of the use of the caterer prior to the operating of the service bar, and the caterer is paid a flat fee for his services and such fee is not based on a percentage of sales or on a commission basis; where a licence has been issued for a canteen in a post-secondary institution the chief administrative officer of the institution shall submit to the Board a copy of any proposed agreement with another party for the management of the licenced premises.

Section 4 (1)(h) of the Residential Rent Regulation Act reads the same as Section 1 (c)(vi) of the Landlord and Tenant Act and exempts qualifying university housing from its regulations. This means that as long as appropriate consultation occurs, university residences falling outside the act are not subject to rent review regulations. Family residences, which do come under the Landlord and Tenant Act, are subject to rent review.

Section 3 (1) of the Occupiers Liability Act specifies that an occupier of premises owes a duty to take such care as in all the circumstances of the case is reasonable to see that persons entering on the premises and the property brought on the premises are reasonably safe while on the premises. Section 8 (1) specifies that where premises are occupied or used by virtue of a tenancy under which the landlord is responsible for the maintenance or repair of the premises, it is the duty of the landlord to show towards any person or the property brought on the premises by those persons, the same duty of care in respect of dangers arising from any failure on his part in carrying out his responsibility as is required by this act to be shown by an occupier of the premises. Section 9 (1) of the act specifies that nothing in the act relieves an occupier of the premises in any particular case from any higher liability or any duty to show a higher standard of care that in that case is incumbent on him by virtue of any enactment or rule of law imposing special liability or standards of care on particular classes of persons including but without restricting the generality of the foregoing, the obligations of (a) innkeepers subject to the Innkeepers Act...

Section 2 (1) of the Tresspass to Property Act specifies that every person who is not acting under a right or authority conferred by law and who (a) without the express permission of the occupier, the proof of which rests on the defendant, (i) enters on premises when entry is prohibited under this act, or (ii) engages in an activity on premises when the activity is prohibited under this act, or (b) does not leave the premises immediately after he is directed to do so by the occupier of the premises or a person authorized by the occupier, is guilty of an offence and, on conviction, is liable to a fine of not more than $1,000. Section 9 (1) specifies that a police officer or the occupier of the premises, or a person authorized by the occupier may arrest without warrant any person he believes on reasonable and probable grounds to be on the premises in contravention of Section 2. Section 9 (2) specifies that where a person who makes an arrest under subsection (1) is not a police officer, he shall promptly call for the assistance of a police officer and give the person arrested into the custody of a police officer. This act provides further for damage awards up to $1,000 plus legal and court costs to be paid by the defendant. Judgments for damages or award of costs are in addition to any fines imposed under the act. A judgment for damages extinguishes the right of the complainant to bring civil action for damages.

Section 4 (1) of the Rental Housing Protection Act specifies that no rental residential property, or part thereof, shall be (a) demolished; (b) converted to a condominium, cooperative, hotel, motel, tourist home, inn, apartment hotel, rooming house, or any similar use, or any other use for a purpose other than rental residential property; (c) renovated or repaired if a tenant is in possession of a rental unit and vacant possession of the rental unit would be required or if the rental unit has been vacant for less than one year, or (d) severed under Section 52 of the Planning Act 1983 by any person unless the council of the municipality in which the property is located approves of such demolition, conversion, repair, renovation, or severance.

Section 3 of the Assessment Act specifies that all real property in Ontario is liable for assessment and taxation, exempting among others, 3.4 the buildings and grounds of an attached to or otherwise bone fide used in connection with and for the purpose of a university, high school, public or separate school, whether vested in a trustee or otherwise, so long as such buildings and grounds are actually used and occupied by such institution, but not if otherwise occupied.

Municipal Legislation

Zoning is a policy tool by which local governments can restrict certain types of land uses to specific areas of a municipality. The Assessment Act exempts university-owned land and buildings from taxation (Section 3.4). The land is usually zoned for institutional purposes (the actual zone description may change from municipality to municipality) which allows associated uses such as student residence accommodations; thus, there is no problem for locating new residences so long as they are located within the designated institutional purposes zone.

Students residing in private residences off-campus are likely to face problems not faced by classmates residing on campus. Most municipalities limit the number of unrelated persons that may occupy a dwelling. The limiting numbers range from a low of two (Mississauga) to a high of five (Kingston) and some municipalities have no limits. Table 7.1 provides the maximum numbers contained in the bylaws of municipalities within which Ontario universities are located.

Dwellings which house more unrelated persons than are allowed under the definition of family in municipality zoning bylaws must be designated as rooming, boarding, or lodging houses (the label depends on the municipality) and must be located in areas which are zoned for such use.

If such a dwelling happens not to be located in an area zoned for boarding or rooming houses, then a zoning bylaw amendment is required before the use is legal. The process of amending a bylaw is usually a consultative

TABLE 7.1

Municipality Bylaws Limiting Number of Unrelated Persons in a Single Family Dwelling

Municipality	University	Limit
City of Guelph	University of Guelph	Two lodgers or four unrelated persons
Regional Municipality of Hamilton-Wentworth	McMaster University	Three persons in addition to family
City of Kingston	Queens University	Three plus family or five unrelated
City of London	University of Western Ontario	Four unrelated persons
City of Mississauga	U. of T. Erindale	Two unrelated persons
City of North Bay	Nipissing	Three unrelated plus the host family
City of North York	York University	Three unrelated persons
City of Ottawa	University of Ottawa Carleton University	Five unrelated persons
City of Peterborough	Trent University	Five unrelated persons
City of Sault Ste Marie	Algoma	Three unrelated persons
City of Scarborough	U. of T. Scarborough	Two unrelated persons plus host family
City of St. Catherines	Brock University	One person/100 sq. feet of habitable floor area
Regional Municipality of Sudbury	Laurentian University	No set limit
City of Thunder Bay	Lakehead University	Three bedrooms
City of Toronto	University of Toronto Ryerson Polytechnical Inst.	No set limit. Two for certain R classes
City of Waterloo	University of Waterloo Wilfrid Laurier University	Three-no licence Licence- four or more
City of Windsor	University of Windsor	No set limit

one where residents within a certain radius (for example, a ratepayers' area) of the location in question are notified of the application for amendment and all members of the public in the affected area may comment on the application at the public session.

Boarding and rooming houses (and high density housing, for that matter) are generally not favoured by owners of single family detached homes because they are perceived to reduce the value of the surrounding property. Since the zoning amendment procedure allows opportunities for public consultation there is likely to be significant objection to the rezoning of property to allow high density lodging for students.

The situation becomes particularly critical for students forced to live off-campus in municipalities that have very low vacancy rates. These students often have to accept either substandard housing, pay high rents, or move to areas where transportation services may be relatively infrequent and/or time consuming.

Because of demand/supply forces in university communities with low vacancy rates, students naturally will search for ways to minimize housing costs and will attempt to share the burden with other students. It is here where the "exclusionary bylaws", in the words of the Ontario Federation of Students, act against the students' housing cost-minimization interests. In a brief to the Hamilton Task Force on Housing, OFS commented as follows:

> ...throughout the province in varying degrees, there are not enough affordable units available to students. This is aggravated by the fact that students cannot claim their actual "cost" of housing under OSAP....[and] students are often expected to live in substandard conditions. These situations range from illegal basement apartments, infested quarters, to over-zealous landlords who feel they have control over their tenants'lives.

The Hamilton/McMaster case is illustrative of the general problem. The McMaster Courier (11/24/87) contains an account of a 2 and 1/2 hour public meeting called by a task force on student housing. The meeting was attended by 500 people. The task force had been formed as a result of concerns expressed about the number of single family dwellings being converted to multiple student housing in West Hamilton. The account mentions, among other things, that angry residents blame students for rowdyness, late night student parties, loud music, and absentee landlords who are buying up homes and converting them to rental housing without maintaining them. Complaints were also made about congested parking, garbage left strewn on property, and high turnover of student residents. It was reported that Jack Evans, associate vice president of university services said,

> ...the real problem is the acute housing shortage in Ontario...The fact is Hamilton has a housing shortage and in West Hamilton the problem happens to be student housing...24% of the student population lives on-campus...adding more residences is not going to solve the problem... There are 10,000 full-time undergraduate students; 2,400 live on-campus; 4,600 live within commuting distance, which leaves 3,000 (4,000 including graduate students) to find off-campus housing. Two new residences will only reduce this by 400.

A Report on Student Housing (Cordell, 1987) submitted to the Task Force on Student Housing, City Council, City of London, Ontario produced some interesting conclusions. First, the fact that most students have to look at anywhere from two to four places before finding accommodation means that services provided to help find accommodations (e.g., newpaper ads) may not be meeting the need. If most students look for accommodation in May or June, for example, newspaper ads in August and September are not very useful. Second, 12-month leases are costly and do not mesh with the academic year. Third, it was discovered that proximity to campus was of low importance compared to other criteria. If new affordable housing were made available to students in other parts of the city, tensions between residents and students would be reduced. And fourth, the research results indicate that, at least in London, landlords are not squeezing large numbers of students into a house and charging exorbitant rents. The report is also noteworthy for what it does not recommend - the elimination of exclusionary bylaws. Rather, it recommends a monitoring of their effects.

The Globe and Mail (3/1/88) contains a report of Ontario Premier David Peterson's plan to introduce legislation to stop municipalities from enacting discriminitory bylaws that restrict student housing. It should be noted here that prior to this on January 7, 1988 Burlington South MPP C. Jackson (PC) introduced a Private Members Bill into the Provincial Legislature which would, if enacted, remove a municipality's authority to pass bylaws that distinguish between persons who are related and persons who are unrelated in respect of the occupancy of a building or structure.

The City of Waterloo through its Department of Planning, has been working on the problem of off-campus student housing for some time and, in the opinion of the consultant, has demonstrated thoughtful leadership and devised innovative solutions for coming to grips with the problem. A comprehensive description of the approach is contained in a response, PR-22.1 to Mr. Jackson's private bill, prepared by Mr. Tom Slomke, Commissioner of Planning, dated 15 March 1988. This response is included as Appendix 10.10 in Section 10. Briefly, Mr. Slomke argues very effectively that: one of the key ingredients to maintenance of stable neighborhoods is the presence of families; that unrestricted access to off-campus boarding houses by young adults (and getting younger as a result of the elimination of Grade 13) presents difficult problems of control; that in the event of elimination of exclusionary bylaws, municipalities would cleverly devise other regulations to control occupancy. He goes on to describe the City of Waterloo's initiatives to ensure the availability of adequate housing. These initiatives include: allowing up to five unrelated persons to live in a dwelling unit; zoning to permit boarding houses in areas close to the universities; amendment of boarding house regulations to make it easier for an owner to establish use of the building as a boarding house; encouragement of innovative housing types, particularly the five bedroom apartment unit, and the conversion of an older apartment building into an off-campus dormitory; establishment of an on-going student housing committee with wide community representation; establishment of a Lodging House Licensing Program to ensure that lodging houses are safe and comfortable for lodgers; and increased attention given by the planning department to evaluation of options for location of student housing.

Striking down exclusionary bylaws, even if it were possible and it is not at all certain that it is, would probably mean that municipalities would devise other means to achieve the same ends - and would do this in an environment of increased resident hostility and controversies between students and residents. Municipalities would be far wiser to follow the lead of the City of Waterloo.

SECTION 8

COMMENTARY ON THE IMPACTS OF LEGISLATION AND GOVERNMENT POLICIES ON UNIVERSITY STUDENT HOUSING

SECTION 8

COMMENTARY ON THE IMPACTS OF LEGISLATION AND GOVERNMENT POLICIES ON UNIVERSITY STUDENT HOUSING

There is a great deal of concern in the university community on the part of both university administrators and students about the accumulated effects of previous legislation and government policies on availability, cost, and control of housing for university students. There is worry also about possible future directions of legislation and policies.

Regarding legislation, university administrators wish to be assured that university residence halls remain exempt from provincial landlord/tenant legislation. The reasons are persuasive. If the Landlord and Tenant Act were to apply to university residence halls the vital element of control would be lost - control which is necessary to make sure that students who wish to study can study because the university will take steps to enforce rules. Another example of the necessity for this kind of control concerns a typical case where it is necessary to assign two people who are strangers to live with one another in a double room for an eight-month period. While such assignments are for the most part trouble-free, situations do arise when one of the two roommates exhibits unacceptable conduct and is required to be assigned to another room or, in the extreme case, to leave residence. When immediate corrective action or termination of tenancy is required for the welfare of others in the surrounding residence community the application of Landlord and Tenant Act requirements would act as a significant threat to the unique atmosphere of university residence halls and, by extension, to the university's academic mission.

The case was made forcefully by housing administrators in meetings with the consultant that university residence halls were built with the academic connection in mind. Physical planning of residence hall needs presumed integration of residence life with academic life. This integration continues to be reinforced by the policies of many universities which guarantee places in residence for scholarship students. One pointed comment was made in these meetings that a large 1,200 bed residence hall now accommodating a mix of first-year students, senior students, dons, assistant dons, floor residents, etc., would, under landlord and tenant legislation become a 1,200 bed rooming house. What would happen to the academic connection? How would many parents of eighteen years old first-year students view such a development? Given other accommodation options,who would want to move into a 1,200 bed rooming house protected by landlord/tenant and rent review legislation?

If academic integration had not been a planning constraint, residence accommodations might have been constructed differently both in physical design and in the provision of amenities and application of landlord/tenant regulations would not have the impact it now would have for altering the academic/social ethos of residence living, loss of university control, and loss of permanent and temporary jobs (losses for both staff and students) in the university housing sector.

Understandably, some students wishing to get the most inexpensive housing possible and as few constraints on life style as possible, see landlord/tenant and rent review legislation as being beneficial. For many students, upper-year students and graduate students for example, the landlord/tenant and rent review option could be justified as preferred. But, by far the greatest numbers of students in university residences are first-year students and the research evidence supporting the academic and social integration values of living in residence during the first university year is unassailable. On the cost side, universities do not charge unreasonable fees for on-campus housing in comparison to rental rates for local housing. And the longitudinal data on university fee increases confirm that universities have been careful to keep fee increases within the limits of increases to cost of living.

A major concern of the Ontario Federation of Students is that students are subject to arbitrary treatment and that there is a lack of equity of treatment from case to case without the protection of landlord/tenant and rent review legislation. During the consultant's meetings with students it was clear that the concerns of OFS on this matter are not broadly based! OFS would argue that students are adults, therefore they should have the same protection against arbitrary treatment as other adults. In the consultant's opinion, a small minority of students would agree with this view; a large majority would not. On the question of equity of treatment, there is justification for OFS's concern. One bad actor may be forgiven while another is dismissed from residence for the same offence. The solution is not to throw the baby out with the bathwater but to insure that there is proper training for staff and student employees in student housing and that due process is observed before impartial arbiters in all matters involving breaking the rules for living in residence. Wouldn't it be better to deal with equity and fairness problems by insuring peer review with full powers to modify or retract? Carleton's peer review process through the Residence Peer Tribunal (RPT) comprised entirely of students is commended as a model for insuring fair treatment. (See page 5.2).

Regarding municipal legislation, there are two broad concerns: the impacts of the so-called exclusionary bylaws on students and residential neighborhoods and the cost impact of possible municipal taxation of university property devoted to housing.

OFS feels strongly about the need to do away with municipal bylaws which limit the number of unrelated persons occupying a residence. The University of Toronto Graduate Students Association supports this view as would other graduate student organizations, no doubt. The university is mainly an interested observer and sometime arbiter in this matter although it does have at least an implied responsibility to see that students are not ripped-off by excessive cost and poor quality of off-campus housing. The main dispute is between students seeking low-cost and relatively constraint-free housing and neighborhood associations near universities which wish to maintain the essential character of family neighborhoods. If students can double-up they can save money and if their housing is covered by landlord/tenant and rent review legislation they are protected from arbitrary treatment by a landlord. With rental housing vacancy rates as low as they are, the cost of such housing relatively high, and the quality sometimes poor, it is easy to have sympathy for the students' point of view. On the other side, a wholesale move to abolishment of exclusionary bylaws would produce unintended effects. The most likely outcome of abolishment would be that municipalities would devise regulations to control occupancy. Minimum building area and lot area per person, maximum building size, parking and open space requirements could all be used to reduce occupancies (T. Slomke, Response to Private Bill - Unrelated Occupancy. Appendix 10.10 in this report). It appears to this observer that approaches similar to those taken by the City of Waterloo would achieve most of the students' off-campus housing objectives while minimizing upset in local neighborhoods.

In respect of municipal taxation, two universities (Guelph and Ottawa) expressed some concern about taxation policies of municipalities. In Guelph's case, evidently the municipality has attempted to collect taxes on university property used for housing. Clearly this contravenes the provisions of the Assessment Act (Section 3.4). In Ottawa's case, there was a legal dispute regarding attempted municipal taxation of the Brooks Residence propwhich has since been resolved in favour of the university.

A policy may be defined as a definite course of action adopted as expedient or from other considerations. By this definition, government policies and, by extension, university policies in respect of student housing may for the most part be described as expedient. It was expedient for government and universities to provide funding for student housing in the decade of the early 1960's to the early 1970's and it was expedient to not provide it during the next decade and a half. And it appears that it is now expedient to provide some more university student housing, i.e., 5,000 more beds in response to the provincial government's program announced recently. The problem with expedient policy in the absence of other considerations is that it is tactical in nature rather than strategic. A strategic policy would be one that would establish some defined long-term target or goal which might in the course of events be influenced by expedient courses of action, i.e., short-term, tactical adjustments. For example, back in the early sixties an explicit strategic policy objective might have been that, at minimum, each university should house on campus all non-commuting first-year applicants plus say 10% of upper-year students that wished to live in university residences. Some universities might wish to house more and these wishes would have been reflected in specific university strategic plans.

In retrospect, it appears that in the main there were no such explicit policies in effect at that time. It was accepted that some on-campus housing ought to be built because it was expedient, there was money for it, and it was the thing to do. Some universities provided more housing than others. Perhaps as much as 80% of the present on-campus housing supply was built during the period 1962 - 1975. Then capital funds dried up and the expedient government policy was to provide no funding assistance for student housing until the current year. As a result of this lack of explicit strategic policy formulation, the 1966-67 average ratio of undergraduate first-year students to residence hall capacity was about 1.4, that is, on average, there were almost 2 residence hall beds for every 3 first-year students - not a bad average by today's standards. The ratios for the eight universities that provided data for 1966-67 ranged from 0.64 to 2.49. In other words, one university had about 3 residence hall beds for every 2 first-year undergraduate students while another had about 2 residence hall beds for every 5 first-year undergraduate students.

The mean ratio of undergraduate first-year students to university-owned undergraduate residence hall capacity moved from about 1.4 for eight universities in 1966-67 to 1.5 in 1971-72, 2.0 in 1976-77, 2.1 in 1981-82, to 2.5 for 13 universities in 1986-87, a 77% increase over the 20-year period. During the 1986-87 year it could be claimed that only one of the 13 universities that provided data, Guelph with a ratio of 0.94, was anywhere near the strategic policy objective hypothesized above (See Appendix 11.2).

In 1987-88, first-year enrolment for all Ontario universities was about 57,000. Including federated college and church college beds, the total undergraduate residence hall capacity was about 26,400. Thus, the ratio of first-year undergraduate full-time enrolment to undergraduate residence hall capacity in 1987-88 was 57,000/26,400 = 2.16. A total of about 5,650 new beds will be available by 1991-92, 5,070 under the government grants program and and additional 580 provided from university funds. On the basis of information provided to MCU by the universities it is estimated that 2,300 of the additional beds will be allocated to first-year undergraduate students. If so, undergraduate residence hall capacity would increase to about 28,700 beds in 1991-92. On the demand side, at the rate first-year undergraduate enrolment is increasing it could easily reach 65,000 in 1991-92. The ratio would then become 65,000/28,700 = 2.26. Despite what appears to be a sizeable increase in bed capacity, the important first-year undergraduate enrolment/undergraduate residence hall capacity ratio could deteriorate by another 5% before 1992.

It was also hypothesized above that as a matter of strategic policy perhaps 10% of upper-year undergraduate enrolment ought to be housed in on-campus residence halls. In 1987-88 this upper-year undergraduate enrolment was about 115,700. Ten percent of this number is 11,570.

Overall, out-of-county first-year undergraduate enrolment would approximate about 70% of total full-time first-year undergraduate enrolment. This means that if the hypothesized policy objective of housing on-campus all non-local first-year students and 10% of upper-year students were to be achieved there would have to have been 51,470 undergraduate residence hall beds in 1987-88, i.e., 0.70(57,000) + 11,570 = 51,470. This compares to an actual total of 26,400. The shortfall is over 25,000 beds in relation to the hypothesized policy objective.

Perhaps the chosen objective could be criticised as far too ambitious. Let us choose a more modest alternative objective of, say 50% of total first-year full-time undergraduate enrolment and a distribution of 70% of beds to first-year and 30% to upper-year students. This policy would require 40,700 beds, i.e., (0.50(57,000))/0.70 = 40,700. Shortfall under this policy would be 40,700 - 26,400 = 14,300.

Assuming that the 70%/30% first-year/upper-year distribution applies, the reality is that probably about 32% of all first-year undergraduate students are now being housed in university residence halls, and by reasonable estimation this means that perhaps only 46% of first-year non-commuting undergraduate students are being housed, i.e., (0.70(26,400))/57,000 = 0.32 and 0.32/0.70 = 0.46.

Policy at the senior undergraduate and graduate levels is more difficult to formulate other than as a function of first-year undergraduate student housing as described indirectly above. There ought to be a sufficient number of senior students in residence to provide necessary role-model, emotional support, and floor monitoring functions. Perhaps it is more or less automatically assumed that senior undergraduate students and graduate students are adults and can find their own housing. The expedient policies appear to have been to provide very modest amounts of graduate student housing to meet the needs of relatively small numbers of graduate students primarily at the course-level stage, i.e., not at the thesis-level stage.

The consultant heard expressions of concern from representatives of the University of Toronto Graduate Students Union (GSU). These expressions, naturally related to the Toronto situation, are summarized briefly as follows: there is a shortage of affordable housing in metropolitan areas, particularly in areas close to the university; the gap between student incomes and housing costs is widening (for example, an average bachelor apartment available for rent in Toronto costs $7,400 per year while a full teaching assistantship pays $6,400 per year); and there are lengthy waiting lists for graduate housing. Appendix 10.11 contains a more detailed list of GSU's concerns.

Total 1987-88 full-time graduate enrolment in the Ontario universities was about 18,840. Of course, many graduate students are married and some have children. An arbitrary increase of the graduate enrolment number by 20% to reflect family needs would not be unreasonable. Thus, the total graduate enrolment operating base for calculating housing needs might have been about 22,600 in 1987-88.

In responding to the consultant's survey instrument many universities indicated that apartment/townhouse units could be allocated to either senior undergraduate students or graduate students and that such units were not reserved for either category. In fact, many apartment/townhouse units are occupied by senior undergraduate students. And of course, many of the upper-year undergraduate students not housed in university residence halls might wish to be accommodated in university-owned apartments and townhouses.

To provide an appropriate enrolment base from which to calculate apartment and townhouse residence needs it is necessary to group senior undergraduate students, graduate students, and graduate family members in one category. It is estimated that the number in this category in 1987-88 would have been about 138,270, i.e., 115,662 + 1.2(18,840) = 138,270. The total number of beds in apartment/townhouse units was about 8,800 in 1987-88. Also, there were 1,100 residence hall beds for graduate students. Thus, the effective ratio for the combined category in 1987-88 was 138,270/9,900 = 14.0; that is, there was about 1 bed for every 14 possible occupants from senior undergraduate students, graduate students, and graduate student family members. With the addition of a possible 3,300 apartment/townhouse unit beds by 1991-

92, the number of beds for the combined category could increase to 13,200. The enrolment-related number in the category could increase to 149,000; thus, the effective ratio for 1991-92 would be reduced to 149,000/13,200 = 11.3.

While it is difficult to recommend a precise policy objective for apartment/townhouse capacity, it is possible to say that a reasonable objective would be to have a better ratio now than the ratio back in the sixties. The rental housing situation is much more severe now than it was then. Data are incomplete for the sixties but the ratio was in the order of 15/1 back in 1971-72. So, the housing situation at the senior undergraduate/graduate level is about what it was 15 years ago and there may be a very substantial improvement by 1991-92 if a large proportion of the new housing built is of the apartment/townhouse variety. Of course, individual universities which may wish to use graduate housing as a recruiting device to offset the negative impacts of tight local housing markets and high rental costs will have to assess their graduate student housing needs in relation to total student housing needs.

For the sake of illustration, let us assume that an appropriate strategic policy covering all university student housing on-campus would be the following: (1) residence hall housing for all out-of-county (as a proxy for non-commuting) full-time first-year undergraduate students; (2) residence hall housing for 10% of upper-year full-time undergraduate students; (3) apartment/townhouse residence accommodations which will house one of every ten persons in the combined category of senior undergraduate full-time students, full-time graduate students, and graduate student family members.

Table 8.1 illustrates the estimated 1987-88 university-owned (plus federated and church college) housing picture in relation to the hypothetical policy and projects the picture to 1991-92 after 5,660 beds have been added (2,300 first-year undergraduate student beds and 3,350 apartment/townhouse beds). The analysis illustrates that if the policy objectives remain the same over the period 1987 to 1991 and if enrolment numbers and bed numbers are similar to the numbers projected, then total shortfall in beds will increase from 28,972 in 1987-88 to 30,950 in 1991-92 with all of the increase in shortfall, and more, attributable to the shortfall in beds for first-year undergraduate students. In fact, with this scenario, the shortfall in beds for senior undergraduate students, graduate students, and graduate family members is reduced by over 1,300 beds.

Table 8.1 is proposed as a model for analytical approach and review, not as a rigid policy objective. It may be that the enrolment projections are considered too expansive. Or the percentages used for policy objectives may be considered too generous. Other scenarios using different numbers may be postulated. It is clear however, that the crucial policy variable is housing for first-year full-time undergraduate students. We are likely to see increases in first-year enrolments over the next several years and it appears that universities now favour apartment/townhouse style housing over conventional residence hall accommodations.

Table 8.1 Comparison of Estimated Actual and Projected Student Housing to Hypothetical Policy Objectives 1987-88 and 1991-92.

			1987-88				1991-92			
				Beds				Beds		
Category	Type of Accommodation	Policy Objective	Enrol.	Actual	Policy	Short-fall	Enrol.	Actual	Policy	Short-fall
First-year Undergraduate	Residence Hall	70% of 1st Yr Undergraduate	56,970	18,480*	39,879	21,399	65,000	20,780	45,500	24,720
Upper-year Undergraduate	Residence Hall	10% of Upper-Year UG	115,662	7,920*	11,566	3,646	125,000	8,906	12,500	3,594
Upper-year Undergraduate	Apartment/ Townhouse	10% of Upper-Year UG		9,900#	13,827	3,927		12,264	14,900	2,636
Graduate and Graduate Family	Apartment/ Townhouse	10% of Grad & Grad Family	22,608				24,000			
Total			195,240	36,300	65,272	28,972	214,000	41,950	72,900	30,950
Beds as % of Enrolment				18.6	33.4			19.6	34.1	
% Shortfall/Policy						44.4				42.5

* Assumed at 70% of 26,400 for first year and 30% for upper years.

# There are 1,100 residence hall beds for graduate students in addition to the 8,800 apartment/townhouse beds.

The model illustrated in Table 8.1 is proposed as a format for analyzing scenarios with different policy objectives and enrolment numbers at the system level. It is a model that may also be used by individual universities. Policy development at the individual universities must also take into account the local off-campus housing situation. If vacancy rates are high there may be less need to provide more on-campus housing space, particularly of the apartment/townhouse variety. Table 8.2 presents a comparison of 1987-88 data on CMA/CA populations, enrolments, and housing spaces for universities located in the CMA/CA's to assist individual universities in assessing local and on-campus housing needs and for development of university housing policies. For example, it will be seen from this table that the University of Guelph is located in a CA that has a vacancy rate of 0.2%; that it has a full-time enrolment that makes up 12.8% of the total population in the CA; and that it accommodates 39.5% of its total full-time student population in university-owned housing. By extension, this means that the University of Guelph is housing on-campus about 5% of the total population of the CA. Guelph ranks first on the two measures of full-time enrolment as a percent of CMA/CA population and percent of full-time students in university-owned housing. Since Guelph is located in a CA with a low CMHC vacancy rate and has a full-time student population that makes up a significant proportion of the CA population, it is logical that it would have a policy of housing a large proportion of full-time students on campus. In most cases there is a fair correspondence between the two rankings for each university. Queens and Ottawa/Carleton have lower rankings on the measure of percent of students in university housing than on full-time enrolment as percent of CMA/CA population. Queen's might wish to give this comparison some consideration in the evaluation of its housing policy. The lower ranking for the former measure might be acceptable to Ottawa/Carleton in view of a vacancy rate which is highest relative to other CMA/CA locations. Trent and McMaster have higher rankings on the measure of percent of students in university housing than on the measure of full-time enrolment as a percent of CMA/CA population. Both universities are located in CMA/CA's with relatively low vacancy rates.

A model for analysis of alternatives has been proposed above. In deciding on values to input to the model for analysis of alternative policies of government and the universities, several policy-sensitive questions come to mind. Overall, should universities be housing only 19% of full-time enrolment when a relatively modest student housing policy suggests that 33% is a more appropriate target? At a subsumed level, what is the appropriate mix of on-campus housing for first-year undergraduate students directly from secondary school and first-year non-commuting students vis-a-vis housing for senior undergraduate and graduate students? What is the optimal proportional distribution of on-campus housing to first-year students and upper year students? 70%/30%? 80%/20%? Should universities tie a portion of on-campus housing for first-year students to scholarship and academic performance as many do now? By inference from research, it could be argued that giving more housing to non-scholarship students would produce a greater net benefit to society. Confident high-performing students may have less need for the socialization and integration influences of on-campus housing than their less-academically inclined peers.

TABLE 8.2 Comparison of CMA/CA Population, University Enrolments, and Numbers Numbers in University-Owned Housing

CMA/CA (1)	Population June 1986	CMHC Vacancy Rate Oct 1987	1987-88 Total Full-Time Enrolment at the University		1987-88 # students in university owned housing (2)	full-time enrolment as % of CMA/CA population	Rank	% students in university owned housing (2)	Rank
Guelph CA	85,962	0.2%	Guelph	11,005	4,346	12.8	1	39.5	1
Kingston CA	122,350	1.0%	Queens	11,809	2,724	9.7	2	23.1	5
London CMA	342,302	1.0%	Western	20,741	5,184	6.1	3	25.0	4
Kitchener/ Waterloo CMA	311,195	0.2%	Waterloo	15,940	4,388	5.1	4	27.5	3
			WLU	5,050	863	1.6		17.1	
Peterborough Ca	87,083	0.4%	Trent	3,318	1,113	3.8	5	33.5	2
Windsor CMA	253,988	0.7%	Windsor	8,483	1,829	3.3	6	21.6	6
Ottawa/Hull CMA	819,263	3.1%	Carleton	12,470	1,338	1.5	7	10.7	11
			Ottawa	13,351	2,135	1.6		16.0	
Sudbury CMA	148,877	1.0%	Laurentian	4,801	979	3.2	8	20.4	8
Thunder Bay CMA	122,217	2.1%	Lakehead	3,356	628	2.7	9	18.7	9
Hamilton CMA	557,029	0.3%	McMaster	11,518	2,383	2.1	10	20.7	7
Toronto CMA	3,427,168	0.1%	York	20,281	3,624	0.6	11	17.9	10
			Toronto	35,678	4,323	(3) 1.0		12.1	
			Ryerson	8,680	36	0.3		0.4	
St. Catharines CMA	343,258	0.5%	Brock	4,991	418	1.3	12	8.4	12
	6,620,692			191,472	36,311	2.9		18.6	

(1) CMA - Census Metropolitan Area - Core population greater than or equal to 100,000
CA - Census Agglomeration - Core population greater than or equal to 10,000
Source: Statistics Canada: Ontario Population Catalogue 92-114, 1986 Census

(2) Including Federated College and Church College housing

(3) Including OISE and Federated College students

At the midway point of the study of student housing the Ontario government announced a generous program of financial assistance (grants and low-interest loans from CPP funds) for the construction of facilities to house an additional 5,000 students on Ontario university campuses. The Government deserves great credit for this substantial addition to university housing, but from the viewpoint of desirable policy, it would not be ungrateful to ask: Is it enough? Table 8.1 shows that if enrolment growth occurs as projected there will be, perhaps, a one percentage point improvement in the percentage of full-time enrolment housed - from 18.6% to 19.6%. The policy objectives hypothesized for Table 8.1 suggest 33% to 34% is a more approp-target. History shows clearly that universities have been extremely reluctant to provide funds for student housing without assistance from government. From the data provided by the universities, it is estimated that about 25% of full-time students were housed on Ontario university campuses in 1975-76. Since that time the combined effects of high enrolment growth and minimal addition of student beds from university funds have reduced the percentage to 18.6 in 1987-88. Perhaps the universities should bear part of the responsibility for the deterioration in the percentage of students housed. As a few universities have done, others could have allocated some portions of university funds for housing. And universities could have pressed Government more on the need for on-campus housing. But Government calls the tune on the provision of capital; universities have had very limited amounts of capital to respond to all sorts of academic and research demands. And arguments to Government for capital for any purposes other than renewal and replacement during the past fifteen years have not been too successful.

The Government has made an impressive start to reversing the downward trend in percentage of full-time students housed on-campus. The capital moratorium has been broken. The corner has been turned. This study provides the necessary background information, a data base, and a model for evaluation of alternative policies. Now i [illegible] n opportune time for Government, on the advice of the universities, t [illegible] policy on the appropriate percentage of full-time students to be h [illegible] nd for universities to establish policies on the appropriate mix of hous [illegible] or students at different levels of university education.

SECTION 9

SELECTED REFERENCES AND SOURCES OF INFORMATION

SECTION 9

SELECTED REFERENCES AND SOURCES OF INFORMATION

Bibliographies

Association of Colleges and University Housing Officers - International, An ACUHO-I Bibliography on Residence Halls, Columbus, Ohio 1987

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J. G. Valtierra (1984) Searches, Due Process, and Residence Halls: An Overview of Concepts and Concerns, *Journal of the Indiana University Student Personnel Association*, pp 10-16.

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Landlord and Tenant Act, Revised Statutes of Ontario, 1980, Chapter 232, August 1987.

Liquor Licence Act, Revised Statutes of Ontario, 1980, Chapter 244, November 1987.

Occupiers' Liability Act. Revised Statutes of Ontario, 1980, Chapter 322, January 1987.

Rental Housing Protection Act, 1986. Statutes of Ontario 1986, Chapter 26, May 1987.

Residential Rent Regulation Act, 1986. Statutes of Ontario, 1986, Chapter 63, July 1987.

Trespass to Property Act. Revised Statutes of Ontario, 1980 Chapter 511, January 1986.

Municipal zoning bylaws relating to off-campus housing of students: Municipalities of Guelph, Hamilton-Wentworth, Kingston, London, Mississauga, North York, North Bay, Ottawa, Peterborough, Sault Ste. Marie, Scarborough, St. Catherines, Sudbury, Thunder Bay, Waterloo, and Windsor.

Research Studies, Reports, and Other Sources

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Ontario Universities Application Centre, Guelph, Ontario. Various analytical reports on applications to universities.

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Submissions by Ontario universities, Ryerson Polytechnical Institute, Ontario Federation of Students, and the Graduate Student's Union, University of Toronto in response to the consultant's request for student housing and related information.

University Students' Council, University of Western Ontario, *Report on Student Housing: Results of the 1987 Housing Survey* prepared by Joanne Cordell and submitted to the Task Force on Student Housing, Fall 1987.

SECTION 10

APPENDICES - TERMS OF REFERENCE, DATA COLLECTION INSTRUMENT, AND OTHER APPENDICES

APPENDIX 10.1

TERMS OF REFERENCE - STUDY OF STUDENT RESIDENCES

(Taken from Memorandum from the Executive
Committee, September 21, 1987)

1. To consider the rationale for the university sponsorship of residences, including an historical perspective and the significance of residences in the current educational mission of universities.

2. To reveiw the legislative context, both provincial and municipal, in which student residences exist, including the impact of proposed changes.

3. To survey existing and planned residence accommodation on Ontario university campuses: their physical design, location, and the populations served.

4. To collect and analyze data on the demand for residence accommodation, including the impact of local community housing situations.

5. To assess the adequacy of government policy for financing residence construction.

6. To examine institutional structures for managing and financing (both operating and capital) residences.

7. To make recommendations if appropriate on issues that need attention by the universities and/or the government.

8. To report to COU by 15 February 1988.

COU Study on University Housing

Membership of Steering Committee

Dr. Alan J. Earp (Chairman)
President Emeritus
Brock University

Professor David Amborski
School of Urban and
Regional Planning
Ryerson Polytechnical Institute

Dr. Elspeth Baugh
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Lakehead University

Mr. David McMurray
Director of Student Services
University of Windsor

Mr. David Pelteret*
Dean of Men
New College
University of Toronto

Mr. Craig Sanderson
Vice-President, External
Central Students' Association
University of Guelph

Mr. G. Grant Clarke (Secretary)
Deputy to the Executive Director
Council of Ontario Universities

* On leave from 1 July 1988

APPENDIX 10.2

THE HANSEN GROUP

Management Consultants

2190 Obeck Crescent Mississauga Ontario
Canada L5H 3L7 (416) 274-4188

Memorandum

January 29, 1988

To: Liaison Officers/Contact Persons, COU Study of Student Housing

From: B. L. Hansen, Consultant to the Study

Reference terms of reference for the COU study, Visits to University Campuses re: Study of University Housing, attached to Circuletter 4108, this is to request preparation of the below-listed materials for discussion at meetings and for possible inclusion in a final report. The consultant will contact the designated university liaison officers/contact persons listed below to arrange for a meeting at each university campus.

1. A brief one- to two-page statement of how the institution sees its educational missions, undergraduate and graduate, served by and linked to university owned/university sponsored housing for students.

2. A brief statement describing institutional policies on selection of students for university housing, for example: undergraduate students (first year and returning years), graduate students (coursework and thesis only), professional school students, single and married students with and without children. Append promulgated policy announcements, if any, to the statement.

3. Completion of information and data collection worksheets (Parts I through V formats enclosed). Do not complete Part I Enrolment/Application Information except for the projection of first year enrolment in 1991-92. All other current and historical information for Part I will be completed by the consultant from centrally-located files at MCU/USIS and OUAC. Part III Financial Information should be completed by the institution's finance office. Part IV Detailed Institutional Housing Information normally will be completed by finance offices and/or physical plant offices.

4. A university map showing the locations of university-owned housing, university-leased housing (if any), and independent non-university co-operative housing (if any). If possible, the map should be cross-referenced to Part IV showing detailed institutional housing information. Include with the map a statement on the amount and location of land that the institution could make available for housing; whether student housing construction is in the current plan, and if so, what type (residence hall, apartment, townhouse), and what influencing factors contributed to decisions as to type.

.../2

5. Graphic organization charts and manning tables which show management structure and staffing information (types and number of staff) supported by the institutional housing ancillaries budget. Attach accompanying charts and information which describe involvement of students (for example, as representatives of student activity councils and as members of housing councils) in student life matters related to housing and in university decision making processes affecting students in university owned/university sponsored housing.

If clarification of any of the above requests is desired, please call Bert Hansen at (416) 274 4188.

Institutional Liaison Officers/Contact Persons

Brock University: J. Fleming
Carleton University: C. Watt
University of Guelph: A. McInnis
Lakehead University: J. Lawson
Laurentian University: R. Bertoli
McMaster University: R. Coyne
University of Ottawa: C. Tremblay
Queen's University: E. Baugh
Ryerson: G. Hume
University of Toronto: D. Lang
Trent University: J. Earnshaw
University of Waterloo: E. Lucy
University of Western Ontario: S. Grindrod
Wilfrid Laurier University: M. Belanger
University of Windsor: D. McMurray
York University: C. M. Dusk
O.I.S.E.: TBA
Ontario College of Art: J. Frost

BLH/acm
Enclosures (Formats Parts I through V).

Institution ____________________

COU STUDENT HOUSING STUDY

PART I ENROLMENT AND APPLICATIONS INFORMATION

	1966-67	1971-72	1976-77	1981-82	1986-87	1987-88	1991-92
1. Student enrolment							
1.1 Undergraduate as at Dec 1							
1.1.1 Full time							
1.1.1.1 First year							
Percent female							
1.1.1.2 Years 2 to 4							
Percent female							
1.1.2 Part time headcount							
1.2 Graduate as at Dec 1							
1.2.1 Full time							
Percent female							
1.2.2 Part time headcount							
2. Applications							
2.1 From secondary school							
2.1.1 Female							
Percent from outside county							
2.1.2 Male							
Percent from outside county							
2.2 From other than secondary school							
2.2.1 Female							
Percent from outside county							
2.2.2 Male							
Percent from outside county							

Institution____________________

COU STUDENT HOUSING STUDY

APPENDIX 10.2, p. 4

	1966-67	1971-72	1976-77	1981-82	1986-87	1987-88	1991-92
PART II UNIVERSITY OWNED HOUSING CAPACITY AND DEMAND							
3. University owned housing capacity							
3.1 Residence hall capacity (1 single bed = 1 unit)							
3.1.1 Undergraduate							
3.1.1.1 Female							
3.1.1.2 Male							
3.1.1.3 Mixed							
3.1.2 Graduate							
3.1.2.1 Female							
3.1.2.2 Male							
3.1.2.3 Mixed							
3.2 Apartment/townhouse capacity							
3.2.1 Undergraduate							
3.2.1.1 Number of apartments							
3.2.1.2 Total number of bedrooms							
3.2.1.3 Average no. of persons/bedroom							
3.2.2 Graduate							
3.2.2.1 Number of apartments							
3.2.2.2 Total number of bedrooms							
3.2.2.3 Average no. of persons/bedroom							
4. University owned housing demand - as at Sep 1							
4.1 Residence hall demand - units							
4.1.1 Undergraduate							
4.1.1.1 Female							
4.1.1.2 Male							
4.1.1.3 Mixed							

	1966-67	1971-72	1976-77	1981-82	1986-87	1987-88	1991-92
PART II UNIVERSITY OWNED HOUSING CAPACITY AND DEMAND (CONTINUED)							
4. University owned housing demand (Continued)							
4.1.2 Graduate							
4.1.2.1 Female							
4.1.2.2 Male							
4.1.2.3 Mixed							
4.2 Apartment/townhouse demand							
4.2.1 Undergraduate							
4.2.1.1 Number of apartments							
4.2.1.2 Total number of bedrooms							
4.2.1.3 Average no. of persons/bedroom							
4.2.2 Graduate							
4.2.2.1 Number of apartments							
4.2.2.2 Total number of bedrooms							
4.2.2.3 Average no. of persons/bedroom							
PART III FINANCIAL INFORMATION							
5. Rental rates per year (excluding meal costs)							
5.1 Residence hall (per unit)							
5.1.1 Single							
5.1.2 Double							
5.1.3 Three in a room							
5.1.4 More than three							

APPENDIX 10.2, p. 5

Institution________________________

APPENDIX 10.2, p. 6

PART III FINANCIAL INFORMATION (CONTINUED)	1966-67	1971-72	1976-77	1981-82	1986-87	1987-88	1991-92
5. Rental rates per year (Continued)							
5.2 Apartment/townhouse (per apartment)							
5.2.1 One bedroom							
5.2.2 Two bedroom							
5.2.3 Three bedroom							
5.2.4 Four bedroom							
6. Student housing revenues (excluding food)							
6.1 Rent							
6.2 Fees							
6.3 Conferences (room rentals only)							
6.4 Government subsidies							
6.5 Interest							
6.6 Other							
7. Student housing expenses (excluding food)							
7.1 Salaries, wages, and benefits							
7.2 Supplies and expenses							
7.3 Plant & equipment (incl. repairs)							
7.4 Utilities							
7.5 Taxes							
7.6 Debt service							
7.6.1 Principal							
7.6.2 Interest							
7.7 Other expenses							
8. Surplus (Deficit) before transfers							
9. Transfers							
10. Net surplus (deficit)							

PART [illegible] DETAILED INFORMATION ON UNIVERSITY OWNED STUDENT HOUSING - CURRENT AND PLANNED. Append supplementary pages if necessary.

Building Name

Building type (residence hall, apt, townhouse)

First year occupied

Intended use: women, men, married, mixed.

Capacity: units if residence; bedrooms if apt.

Original capital cost (thousands of dollars)

Present asset value (thousands of dollars)

Mortgage details

Amount (thousands of dollars)

Term - years

Interest rate (%)

Government assistance, if any (%)

Years to mortgage retirement from 1986-87

Capital improvements/changes

Year(s) made

Type: fire code; impaired access (sight,
hearing, mobility); other.

Amount (thousands of dollars)

Major maintenance requirements deferred

Type

Anticipated costs (thousands of dollars)

Present quality: rate from excellent to poor

PART V NON UNIVERSITY OWNED HOUSING INFORMATION

Building Name

__________ __________ __________ __________ __________

Housing leased by the university for student use

Type: residence hall, apartment, townhouse.

Capacity: units (beds) if residence; no. of bedrooms
if apartment or townhouse.

Independent non-university cooperative housing

Type: residence hall, apartment, townhouse.

Capacity: units (beds) if residence; no. of bedrooms
if apartment or residence.

Local off-campus housing information Although we will obtain CMHC data on the general situation, we would appreciate your comments on the availability and quality of housing for students in the local area.

Does your institution provide a local housing listing service? If so, is the quality of housing monitored?

How would you rate the general overall quality of local off-campus housing: Excellent? Good? Fair? Poor?

Are there disputes regarding local housing bylaw violations, landlord/tenant matters, local ratepayer group complaints? Describe briefly.

APPENDIX 10.3

COUNCIL OF ONTARIO UNIVERSITIES
CONSEIL DES UNIVERSITÉS DE L'ONTARIO

130 ST GEORGE STREET, SUITE 8039
TORONTO, ONTARIO M5S 2T4
(416) 979-2165

1986 01 15

The Honourable Gregory Sorbara
Ministry of Colleges and Universities
900 Bay Street
22nd Floor, Mowat Block
Queens Park

Dear Minister:

Thank you for sending me a copy of your recent letter to the Honourable Alvin Curling, Minister of Housing, in response to his of 21 October 1985, regarding the adequacy of legal protection for students living in on-campus residences operated by provincially assisted universities in Ontario.

Our Council is pleased to have your statement that the reasons for the decision in 1980 to exempt university residences from the Landlord and Tenant Act remain valid. That is our considered judgment as well.

It is also our perception that at present there is no widespread concern among student residents over continuing this exemption under the Residential Tenancies Act. Our contacts with student organizations have led us to conclude that they are concerned primarily that their members are aware of the commitments made by the universities to provide residence councils and that they participate effectively in these structures, both entirely appropriate concerns.

Thank you for your continuing support.

Sincerely,

Edward J Monahan

Edward J. Monahan
Executive Director

EJM:ms

Nov 13 1985

bcc: Dr. E. Monahan

Minister
Ministre

Ministry of
Colleges and
Universities

Ministère des
Collèges et
Universités

Queen's Park
Toronto, Onta

Queen's Park
Toronto, Onta

The Honourable Alvin Curling
Minister
Ministry of Housing
777 Bay Street
Toronto, Ontario
M5G 2E5

Dear Alvin,

Thank you for your letter of October 21, 1985 regarding the adequacy of legal protection under the Landlord and Tenant Act for students living in on-campus residences, owned and operated by provincially assisted post-secondary education institutions.

As the brief you enclosed with your letter notes, this matter was discussed at length in 1980 during the deliberations of the committee of the Legislature which considered Bill 163, the Residential Tenancies Act. Student organizations made representations at that time, as did the Council of Ontario Universities on behalf of the universities. A decision was made to exempt the residences based, in part, on the following:

- the rental of an on-campus residence is subject to the student being accepted into, and maintaining good standing in an approved academic program;

- on-campus student residences are not intended to be year round residences; they are there to provide accommodation for the academic year, primarily to first year out-of-town students;

- occasional aberrations, that is, student pranks, may be tolerated by the university community, while they would not be considered acceptable to the non-university community;

- on-campus housing is a non-profit, self-supporting service operated by the institution for the benefit of a limited number of students;
- alternative accommodations which are not exempted from the Landlord and Tenant Act are available off-campus; and
- that residence councils would be established at individual institutions.

In my view, these reasons continue to be valid. I believe that it would be appropriate to urge student organizations to discuss their concerns with the executive heads of their own institutions and with the Council of Ontario Universities. I have been assured that the council will be pleased to discuss proposals pertaining to review of the appropriate guidelines.

In any case, if the government is contemplating any specific legislative action, the Council of Ontario Universities should be consulted before any such action is taken. The council may be contacted through Dr. E. J. Monahan, Executive Director, Council of Ontario Universities, 130 St. George Street, Suite 8039, Toronto, Ontario, M5S 2T4.

For your information, I enclose a copy of a letter on the subject of the Residential Tenancies Act addressed to the Honourable Ken Keyes, from Dr. K. G. Pedersen, the President of the University of Western Ontario, dated November 1, 1985.

Finally, I am not aware of widespread expression of concern with respect to the exclusion of residences from the Residential Tenancies Act. I can assure you that my ministry will continue to monitor developments in this area very closely.

Yours truly,

Gregory Sorbara
Minister

Enclosure

APPENDIX 10.4

The University of Western Ontario

Office of the President & Vice-Chancellor
Room 113
Stevenson-Lawson Building
London, Canada
N6A 5B8

1985 11 01

The Honorable Ken Keyes, M.P.P.,
Solicitor General, Ontario,
Ministry of the Solicitor General,
11th Floor, 25 Grosvenor Street,
Toronto, Ontario.
M5A 1Y6

Dear Mr. Minister:

It has been drawn to my attention that amendments to the Residential Tenancies Act which would eliminate or limit the exemption for university owned and operated residences are under consideration. I am writing to express my grave concern about these proposed changes.

At The University of Western Ontario, we presently have four "traditional style", or dormitory-style residences, and we are building a fifth. Together, these will accommodate about 2,500 students, of which over 70% are first-year students. In managing these residences, our emphasis is on creating a residence community which enhances and complements the academic mission of the university. To this end, we involve the students extensively in planning and carrying out the programs of the residences, and in determining residence policies. Students from each of the residences, as well as some non-residence students, sit on our Senate Committee on Student Housing, and that body has the major responsibility for setting residence policies and fees. This participative system not only provides a vehicle for student input to the residence system, but it offers the students a learning opportunity in policy-making and planning.

.../2

Within the residences, there is a significant emphasis on creating an environment which aids and encourages academic pursuits, as well as personal growth and development. There are discussions of many topics of interest to students led by our Counselling and Health Services staff and/or members of faculty. We provide a staff of upper-year students in each residence, who can assist new students with a variety of academic and personal concerns. In all, our relationship with the students in residence is clearly one of an educational institution. It is not a relationship which we would like to see reduced to a contractual one between a landlord and an individual tenant.

On the financial side, we provide our housing on a non-profit basis. Residence fees cover only the costs of operation, and all revenue is kept within the residence system. It is not available for general university operating purposes. The fees that we charge include both the cost of accommodation and the cost of meals, which are a required part of our residence agreement.

Finally, our students only reside in our residences for eight months, and we require only an eight-month contract. It is important to us that there is turn-over in the occupancy of the residences, since it is the first-year students who come from out-of-town who are in greatest need of, and who create the greatest demand for this kind of accommodation. It would defeat the purposes for which we created these residences if students were able to stay indefinitely, once they had been admitted and signed a tenancy agreement.

For all of these reasons, I urge you to proceed very slowly and carefully before implementing changes in the Residential Tenancies Act which would dramatically alter the purposes for which our residences exist and the style of academic environment that we are striving to create. We would welcome any opportunity to discuss these matters at greater length with you and your advisors.

Cordially,

K.G. Pedersen
President and Vice-Chancellor

pjh

cc G. Sorbara
A.K. Adlington

APPENDIX 10.5

January 8, 1986

The Hon. Ken Keyes, M.P.P.
Solicitor General, Ontario
Ministry of the Solicitor General
11th Floor, 25 Grosvenor Street
Toronto, Ontario
M7A 1Y6

Dear Mr. Minister:

Re: University Residences--Residential Tenancies Act

I am writing to outline the concerns of Wilfrid Laurier University (WLU), with regard to any proposed amendments to the Residential Tenancies Act which would eliminate or limit the exemption for university owned and operated housing for students.

These exemption provisions are necessary if WLU is to continue to maintain and improve its residence rooms, apartments and houses.

WLU as a "landlord", should be distinguished from landlords operating in the private sector:

1. WLU provides residences for its students on a non-profit basis. These residences are operated as an ancillary service and residence fees are established on a break even basis. All revenue is kept within the residence system and is not available for general university operating purposes.

2. In addition to providing housing, for the students, these residences are a necessary and essential part of the education process with emphasis placed on the educational and personal developmental aspects of the students' environment. The residence system's, use of DONS to provide personal contact for the new students, as well as, academic and social counselling.

..........2/

3. Unlike the private sector, occupants of WLU residences are exclusively students. WLU makes a policy of ensuring that most occupants of the residences are first year students. It is our opinion that living in residence is comforting to these first year students, especially those from outside the Waterloo Region, as well as being a good learning and development experience for them.

4. WLU has agreed with its students to:

i) provide them with fair notice of any change in policy or budget relating to the residences and allow them to examine same;

ii) provide them the opportunity to recommend changes to such policy or budget;

iii) provide them a complete and accurate explanation of all budget material and to provide them a reasonable period of time to examine same;

iv) provide them or their representative body an opportunity and process by which they may challenge any such proposed change in policy or budget; and

v) negotiate with them or their representative body regarding any such changes in policy or budget prior to same being submitted to the Board of Governors of WLU for approval.

5. The present structure of operating rules and procedures could be adversely affected should the University residences be placed under the Residential Tenancies Act including:

i) the admission procedure and criteria;

ii) the ratio of first year students vs. seniors;

iii) the segregation of residences;

iv) the contract payment procedure (requiring advance payment) and tenancy period;

v) the residence rules, regulations, security, staff existence and authority, services, telephone services, common area responsibilities and lifestyle policy; and

vi) cost adjustments.

Certainly, other significant problems will face WLU with respect to the operation of its residences should same be covered by the provisions of the Residential Tenancies Act.

.........3/

Major concerns are:

> the right to remove non-students from the residence after same have graduated, quit or been expelled from WLU; the increase in the number of minors occupying the residence; and the adverse affect on the provision of food service at WLU by removal of the mandatory meal plan.

The negative impacts on both the University and student population are dramatic and far reaching and will adversely affect the way of life at WLU and on all campuses. We hope you will give our concerns serious consideration. If you require further information or clarification, please contact us.

Fred L Nichols
Dean of Students

APPENDIX 10.6

VICE-PRINCIPAL (SERVICES)

Queen's University
Kingston, Canada
K7L 3N6

October 21, 1985

The Hon. Ken Keyes, M.P.P.
Solicitor General, Ontario
Ministry of the Solicitor General
11th Floor, 25 Grosvenor Street
Toronto, Ontario
M7A 1Y6

Dear Mr. Minister:

RE: UNIVERSITY HOUSING -- RESIDENTIAL TENANCIES ACT

As we discussed, I am writing to outline the concerns of Queen's University with regard to any proposed amendments to the Residential Tenancies Act which would eliminate or limit the exemption for university owned and operated housing for students. This exemption was incorporated into the legislation in 1975 after extensive consultation with the Ontario universities.

These provisions are, in our view, both justified and necessary if Queen's is to continue to maintain and improve its stock of residence rooms, apartments and houses.

Queen's as a "landlord", should be distinguished from landlords operating in the private sector:

1. Queen's provides housing for its students on a non-profit basis. Rental rates are established so as to cover actual costs. All revenue is kept within the residence and housing systems and is not available for general university operating purposes.

2. With respect to its apartments and houses, rental rates are maintained at levels below market values in the private sector.

3. In addition to providing housing, great emphasis is placed on the educational and personal developmental aspects of the students' environment. Within the residence system, senior administrators are appointed from the academic faculty; floor seniors, dons, and senior dons provide academic and social counselling. Within the apartments and housing system, provision is made for study space, recreation areas are maintained for children, and significant resources are allocated to the education and counselling of student tenants.

4. In contrast with the private sector, the University's tenants are almost exclusively students. The costs associated with maintaining student properties is significantly higher than for other properties, due to the cyclical turnover of properties, but also due to the lack of experience on the part of students in living independently.

5. As Queen's is an educational institution, the Kingston community expects - no, demands, that University apartments and houses are in substantially better condition than those of private landlords. While this has the beneficial effect of raising property standards in the area immediately contiguous to the University, it is also more costly.

6. Unlike the private sector, Queen's has no choice as to its tenants - they must be students. Terms of the current mortgages on our larger apartment units discourage the University from renting to non-students. Further, as our students must be accommodated, we are not able to "screen" prospective tenants so as to reject those who are less likely to be desirable tenants: they are and must be accepted from across Canada and from foreign countries literally "sight-unseen".

7. The age of many of our residences and houses is such that our buildings now require renewal or substantial repair. This can only be done effectively and fairly by treating the residences, apartments and houses as "systems", spreading the expenditures across the system as a whole. In particular, our apartment blocks and houses have different "histories": for example, they have different mortgages, they were built at different times such that some are older, they are in need of varying levels of maintenance and refurbishing, and they have different on-going operating costs. Without the current exemption, we would be unable to treat the apartments and houses as separate systems, to provide standardized rents and to manage and to plan for the needs of students in an effective manner.

Perhaps the most significant feature of the University's housing operation is its participatory approach to policy development and management, both within the residence system and its system of apartments and housing.

On the residence side, the day-to-day matters of residence life are largely within the jurisdiction of the student residence councils, the members of which are elected annually. The senior governing boards (one of which is chaired by the Principal of Queen's University) have representation from students, faculty and alumni and report directly to the Senate of the University and provide advice to the Vice-Principal (Services). During the course of budget development, input from the elected student residence councils is actively sought; in addition and prior to the budget going to the Board of Trustees for final approval, an open forum for budget discussion is held to which all students in residence are invited.

In the Apartments and Housing system, the University has actively encouraged the formation of tenant committees with whom meetings are held on an ongoing basis. The membership of the senior policy board, the Apartments & Housing Board, includes representation from these tenant committees, other students, faculty members and from the Kingston community. This Board reviews all budgets and is responsible for initiating new policies.

Due to the size of the City of Kingston, and the fact that over 90% of our students come from out of town, student accommodation is of great concern to us. Without legislative recognition of the special purposes, objectives and needs of our University housing systems, Queen's will not be able to continue to provide the quality of accommodation, the level of counselling and the overall educational and learning environment which is essential to the achievement of our overall mission. Further, any initiative by the University together with the City of Kingston to expand the availability of student housing could very likely be frustrated should the current legal framework be altered so as to limit the flexibility currently provided by the Act to universities.

As you can see, the matter of legislative change to the Residential Tenancies Act is of vital concern to Queen's, and I might add, to other universities in Ontario. At the very least, we would ask that the Ontario universities be given an opportunity to state their positions to the Minister of Housing prior to any amendment to the legislation which would substantially alter our current status.

Mr. Minister, we very much appreciated your giving up your valuable time on Thursday, October 10, to discuss this and other matters of concern to the University. I trust that this summary of the University's position with regard to housing matters, together with the materials supplied directly to you, will be of assistance in understanding our concerns.

Sincerely,

Jim Bennett
Vice-Principal (Services)

APPENDIX 10.7

UNIVERSITY OF GUELPH

DEPARTMENT OF RESIDENCES

STATEMENT OF INTENT

PHILOSOPHY AND PURPOSE:

Our overall objective is to support the students' academic, personal development, and residence living needs. We provide a residence environment characterized by a physical structure, recorded policies, standard practices and programs that provide an optimum number of opportunities for students to experience personal and inter-personal growth and which supports their intellectual needs. We try to help students to become self-directing individuals. We provide residence environments which are safe, comfortable, functional, and reasonably priced. We ensure the supply of on-campus housing complements available off-campus housing. We ensure that all students who wish to attend the University of Guelph are assisted in their search for reasonable on or off campus housing.

We also have a commitment to providing facilities and services to assist the University community in conducting seminars, conferences, and meetings.

We are aware that a student's search for and ultimate enjoyment of their housing can either assist or impede their total experience at the University of Guelph. A student's housing must be located within reasonable proximity to the University. It must provide at least the minimum basic needs. It must be within the student's financial ability. The living environment must allow for a balance of private time for study, reflection and rest, as well as opportunities for social interaction. Failure to provide reasonable levels in any of these factors will threaten the student's optimum performance academically, socially, and in attaining personal growth objectives. Our intent is to employ all our resources to securing and maintaining residence accommodations consistent with the preceding principles for all University of Guelph students.

SUPPORTING GOALS:

The following list of goals are reasonably static although some change. But, what changes more is the list of student needs and the methods of responding to those needs. Thus, there is an implicit need for on-going research to maintain a current understanding of student needs and optimum methods of responding to those needs. There is an implicit need to maintain an ongoing planning process. The Department embraces both of these objectives. Other more specific goals include the following:

- ensure an overall adequate supply of student housing

BEST COPY AVAILABLE

- ensure that the facilities managed by the Department of Residences are safe, comfortable, aesthetically pleasing, well-maintained, and affordable.
- assist students and other members of the University community, who choose to live off campus, in locating suitable accommodation.
- effectively and efficiently manage the residence facilities on a self-financing basis.
- ensure that all freshmen who choose to live in residences are afforded the opportunity to do so.
- provide facilities and undertake programs which meets the current needs of resident students.
- support and encourage student-initiated intellectual and cultural programs in residence that enrich the "out-of-class" experience.
- assist students and student groups to become responsible, self-directing communities.
- assist students attending the University for the first time in adjusting to University life.
- promote responsible behaviour toward the human community and physical environment.
- promote a residence community in which formal and informal groups identify and meet the need of their fellow students without infringing on the rights of others.
- assist and support student representative bodies in the residence system.
- involve resident students in the management and operation of the residences.
- assist University and non-university groups in making use of University services and facilities for non-academic activities including conferences, seminars, meetings.

ASSOCIATION DES RESIDENTS DE L'UNIVERSITE D'OTTAWA
RESIDENTS' ASSOCIATION OF THE UNIVERSITY OF OTTAWA

110 Hastey Ave.
Ottawa, Ont.
K1N 9A7

APPENDIX 10.8

March 10, 1988

Mr. B. Hansen
Council of Ontario Universities
130 George Street, Ste. 8039
Toronto, Ontario
M5S 2T4

Dear Mr. Hansen:

RE: UNIVERSITY HOUSING AT THE UNIVERSITY OF OTTAWA

The following was adopted by our association on March 9, 1988, for the purpose of my meeting with you, as a broad outline of our perception of university housing at the University of Ottawa.

BE IT RESOLVED:

1. That the opportunity to live in residence is essential to the individual student and the identity of the university as a whole. For the first year student, residence provides the out of town student with an introduction and orientation to the university community (see the attached photocopy, letter to the editor of The Fulcrum, March 3, 1988). For upper year students, life in residence provides a continued sense of belonging, convenience to academic and athletic facilities and an alternative to often expensive and prohibitive off campus housing. Thus, the opportunity to live on campus should be available to a maximum number of students.

2. That availability of accommodation in university residence is a factor considered by [illegible] of a university. Thus, availability of university housing contributes to the university's ability to build academic and athletic excellence.

3. That while funding to provide availability of accommodation is of the utmost importance, [illegible] upgrading of existing facilities.

4. That acceptable community standards must be maintained in residence that encourage academic and personal growth, but that basic rights of residents to privacy and independence must be recognized.

5. That student representation on the Housing Advisory Committee and its related committees and subcommittees

ASSOCIATION DES RESIDENTS DE L'UNIVERSITE D'OTTAWA
RESIDENTS' ASSOCIATION OF THE UNIVERSITY OF OTTAWA

110 Hastey Ave.
Ottawa, Ont.
K1N 9A7

be maintained, and that students have a right to participate and contribute to policy decisions regarding residence and allocation of funds. It is hoped that Housing Services will remain responsive to the views of students.

6. That while Housing Services is recognized as the proper organization for the provision of services and maintaining community standards, a separate and distinct social and political organization of students is necessary, which is active within the political life of the university as a whole, as represented by the Students' Federation of the University of Ottawa.

Thank you for your consideration.

Sincerely,

Yvonne McAndrew

Yvonne McAndrew
Public Affairs Commissioner

c.c. C. Tremblay, Director of Housing
S. Rousselle, V.P. External Affairs, S.F.U.O.
R.A.U.O. executive

Page 6 The Fulcrum March 3, 1988

Adopt a Student

To the editor:

Any project to "make the transition to university life a little easier for first year students" is definitely a much needed, helping hand.

Being a first year student at the University of Ottawa, and nearly 500 kilometers from home, I found that the difficult transition to university life was made even harder by being kept off campus. Residence life may not appear to be the most pleasant experience, but as a first year student, it is your most valuable asset. I am not trying to promote residence life as being the answer for everyone, because it is not. What is important, is that the immediate exposure of first year students to other, similar students in a nonacademic environment, is presently the only sure way to greet the campus. Whether living off-campus is a choice based on independence, or a decision made on the availability of rooms in residence, as my case contests, there should be some program in effect to draw these two groups of first year students to the campus.

The Adopt-a-student project would bridge the gap between the University and those first years who live off-campus. The project would be similar to McMaster University's SOCs (Students Off Campus) which reaches out to this specific group with off-campus organizers. If the results were as positive as McMaster's SOCs, then perhaps the idea of making first year students, off-campus feel at home would affect the decisions that they make about returning to the University for a second year, in a way that would be more profitable for the University itself.

First impressions count and if the University of Ottawa is faced with such alarming first year non-return rate of twenty percent, then maybe the Adopt-a-student project is a way to not only introduce first year students to the campus, but to show them that the University of Ottawa is a place to be enthusiastic about. Though many students will return to the University next year, of the ones that do not, it is most likely that many would have not left, had they been aided by means of the proposed Adopt-a-student program. As I plan for next year, being an ungreeted first year student, forced into off-campus accommodation, will definitely affect my decision to return to the University of Ottawa. I only regret to see such an asset lay so dormant.

Bradley B. Layal

APPENDIX 10.9

WILFRID LAURIER UNIVERSITY - HOUSING

Off Campus:

In a recent survey by the WLU Housing Office, it was shown that over 90% of all students who rent accommodations while attending WLU reside in the City of Waterloo.

For many reasons, Waterloo has long had one of the lowest rates in Canada. The City of Waterloo's vacancy rate in October of 1987, was .2%, meaning that only 2 apartments in every 1000 were available for rent. The minumum acceptable number in a city the size of Waterloo is 40 or 4%. It has been estimated that over 8000 students from both WLU and U of W rent off-campus accommodations in Waterloo. This kind of demand makes it extremely difficult for the average 1st year student to find accommodations in the community. New students are traditionally not searching the private market for accommodations until very late in the summer (July and August), and hence, have the most difficulty in finding appropriate private housing.

Recent projects at both Universities and in the community, have helped to lessen the housing shortage for students, however, the problem of residential short supply is expected to be with us for many years. As the City of Waterloo grows and expands, more and more pressure is put on rental accommodations, which do not appear to be increasing proportionately. Housing prices and rental prices in this city have been soaring recently, and have forced more non-student tenants into competition with students for what used to be "student accommodations".

High prices and short supply have caused many problems in the community. Over-crowding of student accommodations have created many spinoff problems such as: fire safety, health problems, parking problems, noise etc. Better enforcement of city by-laws and the introduction of the Lodging-House licensing program, have had a restricting influence on the availability of student accommodations.

In summary, off-campus accommodaions for students are, and will continue to be, both insufficient and unsuitable in both quantity and quality.

Housing Disputes

The pressure of demand for rental housing in general has focused attention on the largest component of the demand - students.

In 1985 (a municipal election year) attention was drawn to all of the concerns associated with student housing in the City of Waterloo. As a result, a task force was formed to investigate the problems identified by various concerned groups.

A cooperative effort between city, universities, students and community resulted in a number of changes in the last two and one half years. Some of these are:

a) introduction of the lodging-house licensing program,
b) re-inforcement of the city's zoning bylaws,
c) additional enforcement of parking regulations,
d) enforcement(on a complaint basis only) of the city's bylaw restricting the number of unrelated persons sharing a single family dwelling in certain zoned areas,
e) better information has been made available to both students and homeowner in regard to landlord and tennant matters,
f) formation of an ongoing committee to study student housing concerns and issues.

There are still a number of concerns yet to be resolved, and some groups are not happy with the changes that have been made to date. Ongoing disputes or concerns include:

1) noise from high density student housing areas,
2) parking problems in high density student housing areas,
3) disputes between student groups and the City regarding restrictive zoning bylaws,
4) deterioration of neighbourhoods due to speculative conversions of existing single family dwellings,
5) lack of enforcement of city by-laws in general.

Attached please find a letter recently sent from a neighbourhood association to the University in regard to student housing.

This letter perhaps as well as anything indicates the type of concerns local rate-payer groups have.

mna macgregor neighbourhood association

February 8th, 1988

Wilfrid Laurier University
75 University Avenue West
WATERLOO, Ontario
N2L 3C5

To: R.W. Muncaster
J. Wilgar

For Monday A.M. Discussion

Attention: Andrew Berczi
Vice President of Planning

Dear Sirs:

It has come to our attention that Wilfrid Laurier University is currently engaged in the development of a five-year plan. While the development of the plan is an internal exercise, we wish to bring to your attention our concerns about recent developments at the University that affect us very directly, and to remind you of your responsibility to the community of which the University is a part.

Our fundamental concern is that Wilfrid Laurier University has permitted its enrolment to more than double since the 1970s with virtually no consideration of the impact this growth would have on adjacent residential neighbourhoods. We understand that this growth pattern is likely to be maintained — that, for example, the enrolment figures this year which were supposed to have involved a temporary increase will become the base enrolment for next year.

During this period little consideration has been given to the question of student accommodation relative to the size of the student population increase. Data gathered by the City of Waterloo's Student Housing Task Force indicated at the time that Wilfrid Laurier University had a poor record relative to other Ontario universities in providing student accommodation.

The result has been that adjacent neighbourhoods and the students themselves have become prey to speculative real estate transactions. Students find themselves paying exhorbitant rents for meagre accommodations. At the same time, other people who are interested in centrally located and moderately priced housing have been pushed out of the market. Elderly residents find themselves repeatedly subject to the blandishments of people in real estate eager to buy their properties to convert them to high-priced student lodging houses. Over time, it has become increasingly difficult to accommodate the carefree lifestyle of the transient student population with the elderly, family-oriented, working couples and other population lifestyles in these neighbourhoods.

These neighbourhoods, then, have effectively become extensions of the Wilfrid Laurier University campus, but extensions for which the University itself need bear no responsibility. The University has not had to purchase or otherwise make available housing to accommodate the increased student enrolments. It does not have to insure these properties. It does not have to concern itself with maintaining the appearance of these neighbourhoods. Nor need it concern itself with providing security, fire and other services such as garbage collection and disposal. The policy of the University has been to enroll the students and virtually leave it largely to the City and to the adjacent long-term residents to face the consequences and costs of integrating the students into the community.

The University's administration will appreciate that there has been a reaction to the University's complacent treatment of adjacent neighbourhoods as informal extensions of the campus. We trust that in planning the University's future, the administration will take a different course of action with respect to its responsibilities to the adjacent neighbourhoods, the students' housing and to the city as a whole.

Yours very truly,

Larry R. Richardson
11 Central Street
Waterloo, Ontario
N2L 3A4

ph.c. John Weir, President
Russell Muncaster, Vice President of Academics
John Lauer, Chairman of Board of Governors
City of Waterloo, Marjorie Carroll

Founded 1911

Wilfrid Laurier University Waterloo, Ontario, Canada N2L 3C5. Telephone (519) 884-1970

February 23, 1988

Mr. Larry R. Richardson
MacGregor Neighbourhood Association
11 Central Street
Waterloo, ON
N2L 3A4

Dear Mr. Richardson:

Please accept this letter as supplementary information to Dr. Berczi's letter of February 15,1988.

Up until about August of 1985, very little serious attention had been paid to the problems associated with student housing in the community of Waterloo. At that time, concerns from the City of Waterloo, Wilfrid Laurier University and University of Waterloo, many neighbourhood associations, and private citizens, resulted in the formation of a task-force to study all the problems associated with student housing.

From the outset, WLU has been directly involved in the work of the task-force, and continues to be involved with the City and the community through our participation on an ongoing committee formed by the City of Waterloo to monitor the student housing situation.

Recognition of the types of problems to which you refer have led to a number of actions being initiated by both the City and the Universities, who have been working in co-operation. These include:

- construction of Bouckaert Hall on Campus at WLU (143 beds)
- construction of the new U of W townhouse complex (400 beds)
- construction of additional co-op residence beds (Philip St. Complex -370 beds)
- detailed profiles of student housing (study, WLU - 1985,1986)
- locational maps of student housing (WLU 1986, 1987, U of W 1986)

- development of the "Lodging House Licensing Program" (City of Waterloo 1986)

- conversion of MacDonald Hall to residence faciliites (WLU 1988, 96 beds)

- formation of an on-campus task-force to study the feasibility of adding 300-400 additional beds on campus at WLU. (1987-88, report expected April 1988)

- development of the "Its Your Neighbourhood" program to help integrate students into Waterloo's community. (WLUSU and the U of W Federation of Students 1987)

- better enforcement of the City's bylaws regarding lodging. (especially the by-law relating to a maximum of 5 unrelated tennants) (City of Waterloo)

- better enforcement of city parking regulations in and around the University campuses

- co-operation between the two universities and the Fire Marshall's Office to ensure safety in off-campus rental accommodations

There are certainly many more spin-off benefits, but the most important on-going development has been the work of the City of Waterloo's Committee on student housing. This group consists of representatives from; the City of Waterloo, the Planning Department, The University of Waterloo, Wilfrid Laurier University, The Federation of Students, the WLU Student Union, Small Business and Landlords, the Regional Apartment Managers Association, and one representative from each of the Albert-Hickory Residents Association, and the Uptown Waterloo Residents Association.

There has been 6 meetings since last August to set goals and objectives, review literature, examine on-going concerns, and to develop new policies and methods of improving relationships between all parties, concerning student housing.

Wilfrid Laurier University has been an integral member of this committee and we will continue to be in the future.

.../3

Mr. Larry R. Richardson
MacGregor Neighbourhood Association

February 23, 1988

The Committee will be holding an open forum some time in March to receive public input into the issue of student housing. We would welcome your attendence, comments and concerns at that time. Location, date and time will be announced in the Community section of the local papers. Alternately, you may wish to address the Committee in person, and that may be arranged by contacting Mr. Brian Trushinski at the City of Waterloo Planning Department.

You may also be interested to know that the City of Waterloo has put a freeze on development in the Central - Fountain neighbourhood area while an assessment is completed on the impact of development. Particularly important in this study is the effect of student housing.

From these points, I think you can see that Wilfrid Laurier University is concerned with the impact that students have in the residential community. As Dr. Berczi stated, we are continuously working towards our goal of integrating our students into the community.

I trust you will find the afforementioned facts useful and informative. Should you wish any additional information or if I can be of any assistance, please do not hesitate to call.

Sincerely,

Mike Belanger

M. Belanger
Director of Housing

cc. Dr. Berczi - V.P. Planning, Finance and Information Services

Mr. Brian Trushinski, Planning Department, City of Waterloo

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Appendix 10.10

Response of Mr. Tom Slomke, Commissioner of Planning, City of Waterloo

One of the key ingredients to the maintenance of stable residential neighborhoods is the presence of families. Families seek certain assurances when choosing a home and are careful to check the Zoning By-Law before making a decision. The Zoning By-Law provides for the certainties a family needs. If a family could not rely on the Zoning By-Law for these assurances, the family may avoid neighborhoods under pressure for change and seek a home in other neighborhoods. This, plus the inability of the municipality to regulate occupancy would, in the long run, result in residential neighborhoods near universities to be dominated by non-family multiple occupancies. This would happen by default and without the benefit of proper and orderly planning.

A more likely outcome, if Mr. Jackson's proposal is approved, would see municipalities cleverly devise regulations to control occupancy. Minimum building area and lot area per person, maximum building size, parking and open space requirements could all be used to reduce occupancies but would all place hardships on large families that could afford only a small home.

It should be kept in mind that because of the semester system now used in secondary schools and the elimination of Grade 13, post-secondary students will, in the future, be younger and more in need of support and supervision. We caution that there are inherent problems in permitting a large number of young individuals, living together within a household unit without supervision. This cannot be provided with unrestricted access to off-campus boarding houses.

The City of Waterloo has recognized the need for student accommodation and has taken many initiatives to ensure the availability of adequate housing. Some of the measures include:

1. Allowing up to five unrelated persons to live in any dwelling unit. This number is greater than most municipalities and Waterloo was a leader in allowing unrelated persons to live together (1978) as some municipalities still do not permit this.

2. Significant areas in close proximity to the University are zoned to permit boarding houses (dwellings where 6 or more unrelated persons may dwell).

3. The City has amended regulations for Boarding Houses in order to make it easier for an owner to establish this use.

4. The City has encouraged innovative housing types to accommodate students, in particular the five bedroom apartment unit, and the conversion of an older apartment building into an off-campus dormitory.

5. The City has established a Student Housing Task Force with wide community representation. Twenty one recommendations were prepared, most of which have been implemented. While the Task Force's work has been completed, an ongoing Student Housing Committee has been established to act as a forum for discussion on student housing issues.

6. The City established a Lodging House Licensing Program to ensure that lodging houses are safe and comfortable for the lodgers. Over 300 properties accommodating over 1,800 people are affected by the program and have been upgraded to meet the Ontario Fire Code. The programhas 'legitimized' the lodging house as an investment vehicle and has caused a net increase in this type of housing.

7. The City has directed the Planning Department to conduct a study to evaluate two options for the location of student housing: concentration in certain areas or dispersal throughout the community.

8. The University of Waterloo, Wilfrid Laurier University, and Waterloo Co-operative Residence Incorporated have responded by constructing facilities to accommodate over 900 students immediately adjacent to the campuses.

We believe that the actions taken within the municipality have and will continue to assist the students in acquiring safe and comfortable accommodations. We are proud to point out that within the municipality that has one of the lowest rental vacancy rates in the province, there was an overall surplus of student accommodation available in September of 1987. Some improvements to affordability and ease of access to the universities are required, and these problems will be addressed in the future.

One possible solution would be retain a low limit on the number of unrelated persons that may live in one unit, but allow existing single detached homes to be converted to duplexes. If constitutional questions could be overcome, it may be wise to require that dwellings designed for student occupancy be owner-occupied, or come under the supervision of an individual or authority (eg. a don system). Combination student residences/tourist inns might be examined to overcome the difficulty of financially supporting a building for eight month usage. Homeshare programs, student co-operatives, more on-campus housing and accessory units are also alternatives which should be investigated.

The Private Members Bill would increase the supply of accommodation for students and other non-family households but would do so at the expense of residential neighborhoods near universities and jeopardize the planning objectives of municipalities.

Lastly, we applaud the recent government initiative to make money available for more on-campus housing. We believe this to be a good solution to the problems...We respectfully submit that the legislature should not consider the proposal by Mr. Jackson, but rather that the Ministry of Housing, Municipal Affairs and Colleges and Universities jointly establish a program to encourage municipalities and universities and colleges to comprehensively establish individual programs to address the needs within their respective communities.

Meeting Summary

Current Situation:

- there is a severe shortage of affordable housing in Metropolitan Toronto, especially in those areas adjacent to the U of T.
- the gap between student incomes and housing costs is widening. According to the Social Planning Council of Metropolitan Toronto, one would require an income of $15,600 annually to afford a bachelor apartment renting at $325/month. Such an apartment would be difficult to locate. An average bachelor apartment available for rent in Toronto costs $616/month. A full teaching assistantship pays $6384/year.
- far more students apply for university housing than can be accomodated. The St. George Graduate Residence and the married students' residences both have lengthy waiting lists.
- the U of T is losing highly qualified,potential students to universities (often in other provinces or countries) that are able to guarantee housing for the students whom they accept.

Specific Needs of Graduate Students:

- a quiet private place in which to live and work. Many graduate students use their homes as offices since office and carrel space is in short supply.
- a location near to the campus. Many graduate students need to be on campus late at night to monitor experiments or to get computer time. Public transit service declines at these hours and safety becomes a factor.
- long term year round accomodation. Most grads in doctoral stream programs must be in attendance throughout the year in order to qualify for grants and scholarships. For us, a residence is home, not a home-away-from -home. We should not lose our entitlement to housing after the first few years of our programs. It is often at this stage in the doctoral stream program when other funding sources are reduced and one has the greatest difficulty in affording market rents. We need permanent housing until our research is completed.
- apartment-style residences. We need townhouses or apartment-style residences that have individual rooms with bathrooms, kitchens, and living rooms to be shared with only a few other students. These are economical for the university in that they have low maintenance costs and no food service facilities are required. We need privacy in a supportive atmosphere where we can share ideas.
- family housing. We need residences that will accomodate families of varying sizes and provide for their child care needs. This housing must be located near support services such as schools, shopping, medical facilities, and public transit.

Suggestions for Action by the COU:

- pressure the provincial government to pass legislation to preserve the current stock of affordable rental housing (for example, stricter legislation against conversion to condominium use and legislation to prevent municipalities from passing exclusionary by-laws that limit the number of unrelated people who are permitted to live in a home).
- pressure the provincial government to provide more funding for the construction of student housing and to ease the restrictions on methods of raising funds for student housing.
- undertake to investigate the graduate student experience as a whole, rather than dealing with elements such as housing in isolation. Program requirements, student finances and housing needs should all be linked together.

SECTION 11.1

DATA TOTALS FOR THE ONTARIO UNIVERSITY SYSTEM

Data Collection Worksheet:

Ontario University Student Housing Survey

System Total

		1966-67	1971-72	1976-77	1981-82	1986-87	1987-88	1991-92
PART I ENROLMENT AND APPLICATIONS INFORMATION								
1	Student Enrolment	96434(14)	175346(15)	244559(16)	253995(16)	277658(16)	273514(16)	281695(16)
1.1	Undergraduate as at Dec 1	85058(14)	157574(15)	204422(16)	231730(16)	253546(16)	250492(16)	262421(16)
1.1.1	Full Time	52412(14)	107434(15)	143434(16)	150704(16)	166768(16)	172632(16)	178088(16)
1.1.1.1	First Year	21366 (14)	35762 (15)	53522 (16)	54385 (16)	55403 (16)	n/a	n/a
	Percent Female							
1.1.1.2	Years 2 to 4	31046 (14)	71672 (15)	89912 (16)	96319 (16)	109930(16)	n/a	n/a
	Percent Female							
1.1.2	Part time Headcount	32646 (14)	50140 (15)	60988 (16)	81026 (16)	88448 (16)	83820 (16)	84222 (16)
1.2	Graduate as at Dec 1	11177 (14)	19501 (15)	22924 (16)	25113 (16)	27150 (16)	25763 (16)	26725 (16)
1.2.1	Full Time	7360 (14)	12973 (15)	14130 (16)	14515 (16)	17818 (16)	18840(16)	16488 (16)
	Percent Female							
1.2.2	Part Time Headcount	3817 (14)	6528 (15)	8794 (16)	10598 (16)	10562 (16)	9763 (16)	10237 (16)
2	Applications For Entrance to University			183380(15)	208472(15)	216631(15)	229188(16)	
2.1	From Secondary School			112638(15)	124677(15)	139855(15)	150073(15)	
2.1.1	Female			51522 (15)	57660 (15)	70270 (15)	75197 (15)	
	Percent From Outside County							
2.1.2	Male			61116 (15)	67017 (15)	69585 (15)	74876 (15)	
	Percent From Outside County							
2.2	From Other Than Secondary School			70742 (15)	83793 (15)	76776 (15)	79115 (15)	
2.2.1	Female			29729 (15)	36236 (15)	36668 (15)	38664 (15)	
	Percent From Outside County							
2.2.2	Male			41013 (15)	47557 (15)	40108 (15)	40451 (15)	
	Percent From Outside County							

PART II UNIVERSITY OWNED HOUSING CAPACITY AND DEMAND

		1966-67	1971-72	1976-77	1981-82	1986-87	1987-88	1991-92
3	University-Owned Housing Units	7664 (9)	20102 (13)	22897 (13)	23020 (13)	28154 (14)	31125 (15)	38178 (16)
3.1	Residence Hall Capacity (1 single bed = 1 unit)	7277 (9)	17046 (13)	17965 (13)	17905 (13)	18880 (13)	21495 (14)	9088 (7)
3.1.1	Undergraduate	7008 (9)	16083 (13)	17030 (13)	17098 (13)	18108 (13)	20706 (15)	8899 (7)
3.1.1.1	Female	2160 (8)	3688 (12)	2611 (11)	2611 (11)	2770 (12)	3556 (13)	1629 (7)
3.1.1.2	Male	3681 (8)	5883 (12)	4537 (11)	4462 (11)	4390 (12)	4706 (13)	3413 (8)
3.1.1.3	Mixed	0 (8)	4549 (12)	7919 (12)	8062 (12)	8985 (12)	9851(13)	3857 (6)
3.1.2	Graduate	269 (9)	963 (12)	935 (13)	807 (13)	772 (13)	789 (14)	189 (7)
3.1.2.1	Female	25 (12)	297 (12)	63 (13)	63 (13)	72 (14)	72 (15)	0 (10)
3.1.2.2	Male	186 (12)	308 (12)	181 (13)	125 (13)	104 (14)	68 (15)	0 (10)
3.1.2.3	Mixed	58 (12)	358 (12)	691 (13)	619 (13)	596 (13)	649 (14)	189 (10)
3.2	Apartment/Townhouse Capacity	387 (11)	3056(13)	4932 (13)	515(13)	6566 (13)	7977 (15)	1688 (6)
3.2.1	Undergraduate	375 (12)	1748 (14)	2897 (14)	3062 (14)	3194 (13)	4558 (14)	1052 (6)
3.2.1.1	Number of Apartments	124 (12)	788 (14)	1249 (14)	1359 (14)	1397 (13)	1807 (14)	201 (6)
3.2.1.2	Total Number of Bedrooms	375 (12)	1490 (14)	2553 (14)	2163 (14)	2801 (13)	4363 (14)	956 (6)
3.2.1.3	Average # Persons/Bedroom							
3.2.2	Graduate	12 (11)	1308 (13)	2035 (13)	2053 (13)	2065 (14)	2112 (15)	636 (9)
3.2.2.1	Number of Apartments	6 (11)	764 (13)	1075 (13)	1093 (13)	1105 (14)	1122 (15)	246 (9)
3.2.2.2	Total Number of Bedrooms	6 (11)	870 (13)	1392 (13)	1410 (13)	1422 (14)	1469 (15)	486 (9)
3.2.2.3	Average # Persons/Bedroom							

Note 1 The figures in parentheses represent the number of institutions included in the sum

Note 2 These figures will not necessarily produce the ratios given in later data if the number of institutions included is not the same

SECTION 11.2

SYSTEM AVERAGE, MINIMUM, AND MAXIMUM RATIOS

Comparison of Ratios 1966 - 1967

	n	mean	minimum	maximum	insts missing from average
ENROLMENT/HOUSING CAPACITY					
undergrad fulltime/undergrad housing capacity	8	3.18	0.98	6.42	Brk, Lk, Laur, WLU, Mac UWO, Tor
undergrad first year/res hall capacity	8	1.42	0.64	2.49	Brk, Lk, Laur, WLU, Mac UWO, Tor
graduate full time/grad housing capacity					
APPLICATIONS/TOTAL HOUSING CAPACITY					
total applications/undergrad housing capacity					
applications from SS/res hall capacity					
applns not from SS/undergrad housing capacity					
AVERAGE RENTAL RATES/SPACE					
avg rental rate/single bed in residence					
avg rentl rate/single bed in residence constant 1980 $					
avg rental rate/room in apartment					
avg rental rate/room in apartment constant 1980 $					
INCOME/STUDENT IN RESIDENCE					
rent and fees/student in university housing					
rent and fees/student in university housing constant 1980 $					
conference revenue/student in univ housing					
conference revenue/student in univ housing constant 1980 $					
EXPENSES/STUDENT IN RESIDENCE					
wages/student in university housing					
wages/student in university housing constant 1980 $					
debt service/student in university housing					
debt service/student in university housing constant 1980 $					

Comparison of Ratios 1971 - 1972

	n	mean	minimum	maximum	insts missing from average
ENROLMENT/HOUSING CAPACITY					
undergrad fulltime/undergrad housing capacity	12	4.37	1.93	9.90	Lk, Mac, Tor
undergrad first year/res hall capacity	12	1.55	0.64	2.78	Lk, Mac, Tor
graduate full time/grad housing capacity	6	2.18	0.67	36.79	Guelph, Laur, Brk, Carl Mac, Ott, Trt, Tor
APPLICATIONS/TOTAL HOUSING CAPACITY					
total applications/undergrad housing capacity					
applications from SS/res hall capacity					
applns not from SS/undergrad housing capacity					
AVERAGE RENTAL RATES/SPACE					
avg rental rate/single bed in residence	8	565	468	660	Laur, Carl, Lk, Mac, Ott, Yk, Tor
avg rental rate/single bed in residence constant 1980 $	8	1,053	1,011	1,426	Laur, Carl, Lk, Mac, Ott, Yk, Tor
avg rental rate/room in apartment					
avg rental rate/room in apartment constant 1980 $					
INCOME/STUDENT IN RESIDENCE					
rent and fees/student in university housing	9	650	459	943	Guelph, Lk, Mac, Wloo, WLU Tor
rent and fees/student in university housing constant 1980 $	9	1,404	991	2,038	Guelph, Lk, Mac, Wloo, WLU Tor
conference revenue/student in univ housing					
conference revenue/student in univ housing constant 1980 $					
EXPENSES/STUDENT IN RESIDENCE					
wages/student in university housing	7	247	92	917	UWO, Yk, Guelph, Lk, Mac, Wloo, WLU, Tor
wage/student in university housing constant 1980 $	7	533	199	1,981	UWO, Yk, Guelph, Lk, Mac, Wloo, WLU, Tor
debt service/student in university housing	8	281	129	395	UWO, Yk, Guelph, LK Mac, WLU, Tor
debt service/student in university housing constant 1980 $	8	607	280	854	UWO, Yk, Guelph, LK Mac, WLU, Tor

Comparison of Ratios 1976 - 1977

	n	mean	minimum	maximum	insts missing from average
ENROLMENT/HOUSING CAPACITY					
undergrad fulltime/undergrad housing capacity	12	4.20	2.25	7.43	Lk, Mac, Tor
undergrad first year/res hall capacity	12	2.03	0.81	2.70	Lk, Mac, Tor
graduate full time/grad housing capacity	7	2.30	0.81	81.05	Ott, Trt, Laur, Carl, Brk, Tor
APPLICATIONS/TOTAL HOUSING CAPACITY					
total applications/undergrad housing capacity	12	6.53	2.88	11.66	Lk, Mac, Tor
applications from SS/res hall capacity	12	4.53	1.86	6.71	Lk, Mac, Tor
applns not from SS/undergrad housing capacity	12	2.65	1.18	6.86	Lk, Mac, Tor
AVERAGE RENTAL RATES/SPACE					
avg rental rate/single bed in residence	11	778	612	925	Ott, Yk, Mac, Tor
avg rental rate/single bed in residence constant 1980 $	11	1,047	881	1,332	Ott, Yk, Mac, Tor
avg rental rate/room in apartment	8	1,359	850	2,307	UWO, OTt, Carl, Brk, Lk, Mac, Tor
avg rental rate.room in apartment constant 1980 $	8	1,958	1,224	3,322	UWO, OTt, Carl, Brk, Lk, Mac, Tor
INCOME/STUDENT IN RESIDENCE					
rent and fees/student in university housing	10	935	672	1,224	UWO, Wloo, Lk, Mac, Tor
rent and fees/student in university housing constant 1980 $	10	1,346	1,045	1,763	UWO, Wloo, Lk, Mac, Tor
conference revenue/student in univ housing	9	72	24	201	UWO, Ott, Laur, Yk, Brk, Lk, Mac, Tor
conference revenue/student in univ housing constant 1980 $	7	104	35	290	UWO, Ott, Laur, Yk, Brk, Lk, Mac, Tor
EXPENSES/STUDENT IN RESIDENCE					
wages/student in university housing	9	215	128	470	UWO, Wloo, Yk, Lk, Mac, Tor
wages/student in university housing constant 1980 $	9	309	184	677	UWO, Wloo, Yk, Lk, Mac, Tor
debt service/student in university housing	10	370	238	638	UWO, Yk, Lk, Mac, Tor
debt service/student in university housing constant 1980 $	10	532	343	919	UWO, Yk, Lk, Mac, Tor

Comparison of Ratios 1981 – 1982

	n	mean	minimum	maximum	insts missing from average
ENROLMENT/HOUSING CAPACITY					
undergrad fulltime/undergrad housing capacity	12	4.81	1.86	8.49	Lk, Mac, Tor
undergrad first year/res hall capacity	12	2.12	0.70	3.21	Lk, Mac, Tor
graduate full time/grad housing capacity	9	2.80	0.85	125.14	Trt, Brk, Ott, Lk, Mac Tor
APPLICATIONS/TOTAL HOUSING CAPACITY					
total applications/undergrad housing capacity	12	7.56	2.42	16.16	Lk, Mac, Tor
applications from SS/res hall capacity	12	5.16	0.31	10.11	Lk, Mac, Tor
applns not from SS/undergrad housing capacity	12	3.17	1.00	11.24	Lk, Mac, Tor
AVERAGE RENTAL RATES/SPACE					
avg rental rate/single bed in residence	13	1,102	928	1,274	Ott, Tor
avg rental rate/single bed in residence constant 1980 $	13	981	826	1,134	Ott, Tor
avg rental rate/room in apartment	9	1,797	945	2,633	UWO, Ott, Brk, Carl, Lk Tor
avg rental rate/room in apartment constant 1980 $	9	1,599	841	2,343	UWO, Ott, Brk, Carl, Lk Tor
INCOME/STUDENT IN RESIDENCE					
rent and fees/student in university housing	11	1,158	898	2,424	Wloo, Lk, Mac, Tor
rent and fees/student in university housing constant 1980 $	11	1,031	799	2,157	Wloo, Lk, Mac, Tor
conference revenue/student in univ housing	12	190	8	514	Lk, Mac, Tor
conference revenue/student in univ housing constant 1980 $	12	169	7	457	Lk, Mac, Tor
EXPENSES/STUDENT IN RESIDENCE					
wages/student in university housing	11	277	165	614	Yk, Lk, Mac, Tor
wages/student in university housing constant 1980 $	11	246	147	546	Yk, Lk, Mac, Tor
debt service/student in university housing	11	395	236	594	Yk, Lk, Mac, Tor
debt service/student in university housing constant 1980 $	11	444	210	529	Yk, Lk, Mac, Tor

Comparison of Ratios 1986 - 1987

	n	mean	minimum	maximum	insts missing from average
ENROLMENT/HOUSING CAPACITY					
undergrad fulltime/undergrad housing capacity	13	6.04	2.46	11.96	Lk, Mac
undergrad first year/res hall capacity	13	2.52	0.94	6.80	Lk, Mac
graduate full time/grad housing capacity	10	5.86	0.99	81.13	Brk, Trt, Ott, Lk, Mac
APPLICATIONS/TOTAL HOUSING CAPACITY					
total applications/undergrad housing capacity	13	8.17	3.24	18.08	Lk, Mac
applications from SS/res hall capacity	13	6.33	2.30	13.23	Lk, Mac
applns not from SS/undergrad housing capacity	13	2.96	1.33	7.06	Lk, Mac
AVERAGE RENTAL RATES/SPACE					
avg rental rate/single bed in residence	15	1,591	1,353	1,821	
avg rental rate/single bed in residence constant 1980 $	15	1,098	934	1,256	
avg rental rate/room in apartment	12	2,401	1,365	3,480	Carl, Brk, Lk
avg rental rate/room in apartment constant 1980 $	12	1,657	942	2,401	Carl, Brk, Lk
INCOME/STUDENT IN RESIDENCE					
rent and fees/student in university housing	14	2,048	1,295	2,772	Mac
rent and fees/student in university housing constant 1980 $	14	1,431	894	1,913	Mac
conference revenue/student in univ housing	11	157	69	776	Wind, Lk, Mac, Tor
conference revenue/student in univ housing constant 1980 $	11	108	48	535	Wind, Lk, Mac, Tor
EXPENSES/STUDENT IN RESIDENCE					
wages/student in university housing	14	559	274	1,127	Mac
wages/student in university housing constant 1980 $	14	386	189	778	Mac
debt service/student in university housing	14	40	234	529	Mac
debt service/student in university housing constant 1980 $	14	283	161	365	Mac

Comparison of Ratios 1987 – 1988

	n	mean	minimum	maximum	insts missing from average
ENROLMENT/HOUSING CAPACITY					
undergrad fulltime/undergrad housing capacity	13	5.98	2.90	11.76	Lk, Tor
undergrad first year/res hall capacity					
graduate full time/grad housing capacity	14	4.46	1.07	81.26	Tor
APPLICATIONS/TOTAL HOUSING CAPACITY					
total applications/undergrad housing capacity	13	8.15	3.48	20.63	Lk, Tor
applications from SS/res hall capacity	13	6.42	2.52	15.47	Lk, Tor
applns not from SS/undergrad housing capacity	13	2.74	1.26	6.30	Lk, Tor
AVERAGE RENTAL RATES/SPACE					
avg rental rate/single bed in residence	15	1,699	1,430	1,990	
avg rental rate/single bed in residence constant 1980 $	15	1,121	944	1,313	
avg rental rate/room in apartment	12	2,662	1,433	3,633	Carl, Brk, Lk
avg rental rate/room in apartment constant 1980 $	12	1,731	946	2,398	Carl, Brk, Lk
INCOME/STUDENT IN RESIDENCE					
rent and fees/student in university housing	10	2,113	1,341	3,022	Mac, Ott, Lk, Wat, Tor
rent and fees/student in university housing constant 1980 $	10	1,395	885	1,995	Mac, Ott, Lk, Wat, Tor
conference revenue/student in univ housing	10	221	83	816	Wind, Mac, Ott, Lk, Tor
conference revenue/student in univ housing constant 1980 $	10	146	55	539	Wind, Mac, Ott, Lk, Tor
EXPENSES/STUDENT IN RESIDENCE					
wages/student in university housing	11	660	36	1,234	Mac, Ott, Lk, Tor
wages/student in university housing constant 1980 $	11	436	24	814	Mac, Ott, Lk, Tor
debt service/student in university housing	11	544	234	632	Mac, Ott, Lk, Tor
debt service/student in university housing constant 1980 $	11	366	154	417	Mac, Ott, Lk, Tor